

84
Doc 5565
ADOPTED
MAY 13, 1993
SEE ALSO: SEPARATE BINDER
(S.E./LOWER ROXBURY PLAN)
+ ILLUS. SITE PLAN

MEMORANDUM

TO: BOSTON REDEVELOPMENT AUTHORITY AND
PAUL L. BARRETT, DIRECTOR

FROM: THOMAS O'MALLEY, ASSISTANT DIRECTOR FOR
NEIGHBORHOOD HOUSING & DEVELOPMENT
JIM KOSTARAS, SENIOR ARCHITECT/PLANNER

SUBJECT: SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

SUMMARY: This memorandum, regarding a public hearing to be held on this date, requests that the Boston Redevelopment Authority records that the South End/Lower Roxbury Development Policy Plan represents a consensus concerning development policy in the community, and framework for future re-zoning efforts.

INTRODUCTION

The Boston Redevelopment Authority initiated the South End/Lower Roxbury Development Policy Planning process in 1989 when Mayor Flynn appointed a 28-member working group of South End/Lower Roxbury neighborhood residents to recommend ways to channel and manage development, growth and investment in these neighborhoods over the next twenty years. Since that time, the Boston Redevelopment Authority staff has undertaken an extensive planning process with the input of the South End/Lower Roxbury Working Group, holding over 150 public meetings to discuss and address a variety of issues facing the South End and Lower Roxbury including urban design, economic and business development, residential development, open space, historic and architectural preservation and transportation.

The Development Policy Plan has been developed with the extensive participation of the South End/Lower Roxbury Working Group, business groups, and residents. Discussions have been held in the neighborhood and among business interests to solicit community input and comment on the document. Extensive outreach has been conducted through newspaper articles, meeting notifications and direct mailings to ensure the broadest possible involvement of the community and business interests in the process.

The South End/Lower Roxbury Development Policy Plan recommends policies to guide urban land development and encourage economic growth in the South End and Lower Roxbury. The Plan, the result of a three year planning effort, sets forth goals and objectives concerning future development in the South End and Lower Roxbury which can be summarized as follows:

- to ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of this neighborhood;
- to encourage diverse economic and business development which will create new jobs;
- to provide and protect accessible housing;
- to revitalize existing parks and create new open space;
- to preserve the historic architectural character of the South End and Lower Roxbury; and
- to provide accessible transportation to community residents.

The Development Policy Plan recommends a range of strategies to attain these goals which the Working Group identified at the outset of this planning effort. These strategies are discussed below. The Development Policy Plan provides supporting documentation for re-zoning of the South End.

URBAN DESIGN

Objective:

To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End and Lower Roxbury.

Strategy:

Urban Design Guidelines.

Require that new development conform to the urban design guidelines of the South End/Lower Roxbury Development Policy:

- restoration and extension of the historic street block pattern;
- creation of prominent focal points;
- compatible height limits;
- conformance with prevalent building setbacks;
- compatible proportion, scale and mass of new buildings;
- trees and sidewalk paving in keeping with the character of historic South End and Lower Roxbury streets; and
- use of appropriate building materials.

Building height limits.

Review height limits to assure protection of the most historic areas of the South End and Lower Roxbury while providing flexibility for development in the areas of high growth potential.

ECONOMIC AND BUSINESS DEVELOPMENT

Objective:

Encourage diverse economic and business opportunities for South End and Lower Roxbury residents which will create new jobs in the community.

Strategy:

Expansion of existing businesses and creation of new businesses.

Make vacant parcels available for the expansion of existing businesses as well as the creation of new commercial and light manufacturing business development through a public land disposition program.

Neighborhood-oriented retail opportunities.

Require that developers design street level space with the flexibility to include neighborhood stores in future redevelopment when and where it is appropriate. Allow and encourage neighborhood-oriented opportunities through zoning.

South End Economic Development Area.

Capitalize on the future development potential of the Harrison Avenue corridor by creating a special zoning district - the South End Economic Development Area (EDA) - as an important link in the BRA's Crosstown Initiative, which ties together private investment with public investment in transit, transportation systems and infrastructure. New zoning in the South End EDA will allow a broad spectrum of commercial development which is sensitive to the needs and interests of the community, and appropriate to the architectural scale and character of the surrounding neighborhoods.

Newmarket Industrial Development Area.

Encourage expansion of existing manufacturing companies and other businesses which can provide jobs to residents in the South End and Lower Roxbury.

Construction and permanent employment.

Require that future commercial and institutional developers enter into a Cooperation Agreement with appropriate public-agencies to maximize the hiring of South End and Lower Roxbury residents to both construction and permanent jobs, and ensure compliance with the Boston Residents Job Ordinance.

Job Training

Require that future commercial and institutional developers of land assist in the creation of job training programs for South End and Lower Roxbury residents.

Formation of a South End/Lower Roxbury Business Association.

Encourage the formation of a district-wide association of businesses that will work with community-based organizations and other social service agencies to match job openings with South End/Lower Roxbury residents in search of employment.

RESIDENTIAL DEVELOPMENT

Objective:

To provide and protect decent, accessible housing for current South End/Lower Roxbury residents of all economic levels, age groups and household types in the community.

Strategy:

New residential developments.

Make selected public vacant parcels available for housing development through a public land disposition program.

Creation of new mixed-use districts with housing as a major use.

Re-zone the area around Peters Park (which includes large parcels of vacant and under-utilized land) as a mixed-use district with housing as a major use complemented by neighborhood retail and commercial uses.

New housing design guidelines for the South End and Lower Roxbury.

Require through new zoning that new residential development conform to the design guidelines of the South End/Lower Roxbury Development Policy Plan. These guidelines call for high quality residential design which is compatible with the historic architecture of the South End and Lower Roxbury and a range of dwelling unit types and sizes to meet the varying needs of future residents.

Protection of existing residential areas.

Re-zone existing residential areas surrounded by manufacturing-related uses in order to protect these neighborhoods from encroachment by development detrimental to residential uses.

Artists Housing.

Amend the zoning code to allow artists to legally live and work in the old industrial loft buildings in the Harrison Avenue - Albany Street area.

OPEN SPACE

Objective:

Revitalize existing parks and create new open space.

Strategy:

Park revitalization

Revitalize existing parks by concentrating new residential development around these areas and, in effect, creating a new constituency of residents who will have a sense of proprietorship for these open spaces in the historic tradition of the South End and Lower

Roxbury.

Community Gardens

Convey additional public land to community-based groups for use as community gardens and other open space where appropriate.

New open space

Create permanent open space by zoning additional parcels as Open Space Districts which include the Berkeley Street Gardens, Peters Park and public vacant parcels which the Plan designates for community garden use.

Interim Uses of Vacant Land

Interim Uses of vacant land should be discouraged which are detrimental to both the long-term interests of the community and the objectives of the Development Policy Plan.

HISTORIC AND ARCHITECTURAL PRESERVATION

Objective:

To preserve and protect the historic and architectural characteristics of the South End and Lower Roxbury, and encourage new development which is compatible with those characteristics.

Strategy:

Historic Industrial Landmark District.

Establish an historic industrial landmark district in the Harrison Avenue/Albany Street Corridor to preserve the existing historic 19th century manufacturing buildings.

Lower Roxbury Historic Row House District.

Establish an historic landmark district to preserve the intact historic row house Greenwich Street neighborhood.

South End Landmark District Commission

Encourage the on-going enforcement of both existing and new historic landmark guidelines.

TRANSPORTATION

Objective:

To provide accessible transportation to all community residents and to reduce the need to use automobiles within the community in order to create a pedestrian neighborhood.

Strategy:

With assistance from the Boston Transportation Department, undertake a comprehensive transportation study of the South End and Lower Roxbury using the land use recommendations set forth in the Development Policy Plan as a framework for this study.

A COMPREHENSIVE PLANNING AND REVIEW PROCESS**Objective:**

To approach development in the South End and Lower Roxbury with an understanding of its potential impact and relation to surrounding neighborhoods, the city and metropolitan area.

Strategy:**Project Advisory Committees**

Establish Project Advisory Committees (PAC's) for all proposed major development projects in the South End and Lower Roxbury (modeled on the Prudential Center Development PAC and the BioSquare PAC.)

On-going large scale efforts which will affect the South End and Lower Roxbury. Encourage South End and Lower Roxbury community groups, neighborhood associations and residents to participate in planning efforts involving the following projects: the Roxbury Neighborhood Zoning District, the Greater Roxbury Economic Center, the Massachusetts Turnpike Air Rights, the Central Artery/Third Harbor Tunnel Project, the Prudential Center and future development at the Boston Center for the Arts.

OTHER GOALS RELATED TO DEVELOPMENT POLICY

In addition to the physical land use and development issues which are addressed by this Plan, the Working Group recognizes that there are other important issues of concern including education, safety, jobs, and social problems which affect the overall community. These represent other policy matters which are being and will continue to be addressed through the ongoing efforts of agencies and groups in the South End/Lower Roxbury community.

An appropriate vote follows:

VOTED: That the Boston Redevelopment Authority, after conducting a public hearing concerning the South End/Lower Roxbury Development Policy Plan, records that this Plan represents a community consensus concerning development policy, and a framework within which the Boston Redevelopment Authority will undertake a re-zoning process with input from the South End/Lower Roxbury Working Group.

May 11, 1993
1154 Washington Street
Boston, MA 02118

Paul L. Barrett, Director
Boston Redevelopment Authority
One City Hall Square
Boston, Massachusetts 02201

Dear Mr. Barrett,

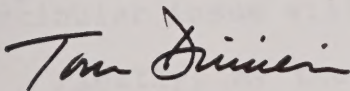
We wish to applaud the efforts of the BRA in committing staff and energies to a comprehensive planning of land use and development in the South End. It has not been an easy undertaking to involve so many people and constituencies in a three year review of pressing and sometimes contentious issues. It is testimony to the BRA and your staff that this has been conducted in an open and inclusive manner. The efforts of the Working Group have gone a long way in defining common goals that most can strongly affirm.

Our neighborhood association, Old Dover, has been represented in many of the meetings held by the Working Group. We have played a role in defining priorities as well as in laying the foundation for a more thoughtful and comprehensive development policy.

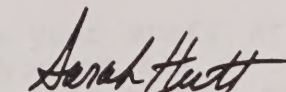
We are located in the East Berkeley/ Washington Street area - an area that is at the brink of significant growth. At times, however, it appears that our part of the South End is an open field to any parochial development interest. The Development Policy Plan now provides us with guidelines that can serve to direct growth in ways that benefit and enhance the South End as a residential community.

We strongly recommend that the BRA, along with members of the community, not lose the momentum that has been generated. We would now like to address some of the specific transportation and zoning issues that are central to further economic and residential growth. We hope that the BRA will continue to facilitate and to advise us in meeting these challenges.

Sincerely,



Thomas Dimieri
Co-President
Old Dover
Neighborhood Assn.



Sarah Hutt
Co-President
Old Dover
Neighborhood Assn.

cc. Jim Kelly; Thomas Minino; Thomas O'Malley; John Greeley



Paul Barrett, Director
Boston Redevelopment Authority
Boston City Hall - Room 953
One City Hall Plaza
Boston, Massachusetts 02201

Attention: James Kosteras

Dear Mr. Barrett,

You will receive the formal support of the Chester Park Neighborhood Association for the South End/Lower Roxbury Development Policy Plan in a separate communication. This letter brings to you my personal support for the Policy Plan as well as my congratulations for the sensitivity and intelligence with which your staff and the review panel did their work.

It is my understanding that the final report includes those references and issues which relate directly to Chester Park and to Massachusetts Avenue and which of course concern the residents of this neighborhood very closely. The final language which we have seen embodies almost all of the requests our organization discussed with your staff in our recent meeting. With these additions, the report as a whole stands as a model of imaginative, farsighted, thoughtful work that can act as a beacon and a goad to bring our section of the city into the 21st century.

We here in Chester Square do continue to have serious concerns about the amount of priority granted open space in the South End as a whole and urge you to increase the recommendation of only 2 1/2 acres of additional open space to at least 10 to 13 acres. As you note, the South End is the most densely populated section of the city. We hope that in the course of time your view of this particular issue will change.

Finally, my thanks to you and to your staff at the BRA. I look forward to working closely with you on all of the projects, issues and programs that will be the outgrowths of this plan.

Sincerely,

Sheila Cheimets
Sheila Cheimets, Steering Committee, CPNA
540 Massachusetts Avenue
Boston, Massachusetts 02118
536-3281 (H) 727-7765 (W)



May 10, 1993

Paul Barrett, Director
Boston Redevelopment Authority
Boston City Hall, Rm. 953
One City Hall Plaza
Boston, MA 02201-1007

Attn. Jim Kosteras

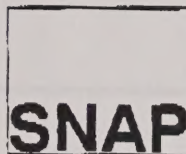
Dear Mr. Barrett:

The Chester Park Neighborhood Association is pleased to inform you of support for the entirety of the South End/Lower Roxbury Development Policy Plan, excepting one section, with amendments as contained in the several communications via Facsimile between Mr. Kosteras and me. It is our understanding that the Plan will have been amended to reflect the significance of Chester Park, including its importance as a prominent focal point (Chapter 5, Goal 1-Urban Design), the need for its revitalization as an existing park (Chapter 5, Goal 4-Open Spaces), and most consequential the designation of Massachusetts Avenue as a corridor needing study of its traffic and of the unification of Chester Park as a prominent feature helping to reconnect the South End with Lower Roxbury (Chapters 6 and 7).

The sole issue of the Policy Plan over which Chester Park Neighborhood Association withholds its approval is the recommendation that only 2-1/2 acres be added to the open space in this most densely populated section of Boston. Boston Urban Gardeners, in the South End Open Space Needs Assessment of 1988, recommended 10-13 acres, given the current population of nearly 30,000 residents. This Association believes that insufficient emphasis is placed on the need for open space for various purposes. Open space helps to ameliorate dense urban living, providing a buffer against the harshness of city dwelling. It further allows for more space between residents, working to decrease the tensions which create conflict. CPNA therefore believes that Boston owned property should be used for open space first, before allowing for further commercial or residential development.

Sincerely,

Lloyd Fillion, Co-chair
563 Massachusetts Avenue
Boston, MA 02118
236-4399



May 6, 1993

Mr. Paul Barrett
Director, Boston Redevelopment Authority
One City Hall Plaza
Boston, MA 02201

Dear Paul:

On behalf of the 27 organizations in the South End-Lower Roxbury Housing & Planning Coalition (see attached listing), I want to express our appreciation for your participation in the community meeting on March 22nd which reviewed the recommendations of the working group with respect to the South End-Lower Roxbury Policy Development Planing Process, A.K.A. "Master Plan".

After four years, and 155 meetings in this community, the community process which produced the unanimous decision at the meeting on March 22nd, could hardly have been more inclusive nor more fair. The process of the diverse segments of our neighborhood coming together and reaching consensus on the vital issues affecting our future, was oftentimes not easy, but produced a sound guide for the future. Because of the process, there is no doubt that the Plan is representative of the wishes of the neighborhood.

The Coalition agrees in the strongest manner with the unanimous recommendation of the meeting at the Concord Baptist Church: that we recommend adoption by the BRA Board of Directors. Additionally, with respect to the two pieces of work yet to be completed, transportation planning and specific zoning recommendations, the Coalition is certain that you will insure that these processes are inclusive of the economic and ethnic diversity of The South End and that the committee recommendations will come before a community wide ,meeting at significant points prior to completion.

Sincerely,

Pat Cusick
Director, SNAP

cc: Clarence J. Jones, Chairman of the BRA Board of Directors
Raymond L. Flynn, Mayor of Boston

plaza

South End-Lower Roxbury Housing and Planning Coalition

Member Organizations

1. Boston Aging Concerns-Young & Old - Joanne Potter (266-2257)
2. Casa Myrna Vasquez - Mercedes Thompkins (262-9581)
3. Cathedral Tenants United - Geneva Evans (426-2361)
4. Claremont Neighborhood Association - Betsy Johnson (536-1711)
5. Concord Baptist Church - Rev. Conley H. Hughes, Jr. (266-8062)
6. First Church of God - Rev. Tony Bethel (445-3263)
7. Four Corners Neighborhood Association - Jeanette Boone (565-8519)
8. Frankie O'Day Coop. - Jean Yanick
9. Grant Manor Tenants Council - Edna Smallwood
10. Inquilinos Boricuas en Accion(IBA) - Clara Garcia (262-1342)
11. Low Cost Tenants Council
12. Methunion Cooperative Housing Inc. - Adrian du Cille (267-4934)
13. Rosie's Place - Ann Stokes (442-9322)
14. Roxse Tenants Council - Jimmy McNeil (247-0388)
15. South End Community Health Center - Tristram Blake (266-6336)
16. South End Gardeners - Eleanor Strong (262-6438)
17. South End Neighborhood Service Center of ABCD(SNAP) - Pat Cusick (267-7400)
18. St. Stephen's Episcopal Church - Fr. Nater Gamarra(Fr. Butch) 267-9070
19. Tent City Corporation - Robert Jacobson (262-4103)
20. Tenants Development Corp. - Gilma Belay/Nat Gear (247-3988)
21. United Neighbors of Lower Roxbury - Jim Davis (427-3458)
22. United South End-Lower Roxbury Development Corporation - Val Hyman (266-5451)
23. United South End Settlements - Frieda Garcia (536-8610)
24. Washington Manor Tenants Council - Al Saunders (353-0381)
25. Prof. Melvin H. King, M.I.T., (253-3287)
26. State Representative Byron Rushing, 9th Suffolk District (722-2060)
27. Helaine Simmonds Esqr. (267-2723)

Members of the Coordinating Committee

1. Gilma Belay, Executive Director, Tenant Development Corporation
2. Jeanette Boone, President, Four Corners Neighborhood Association
3. Pat Cusick, Director, SNAP
4. Jim Davis, Executive Director, United Neighbors of Lower Roxbury
5. Clara Garcia, Exec. Director, Inquilinos Boricuas en Accion(IBA)
6. Frieda Garcia, Exec. Director, USES
7. Val Hyman, Exec. Director, United South End/Lower Roxbury Development Corp.
8. Robert Jacobson, Exec. Director, Tent City Corp.
9. Prof. Mel King, MIT
10. Byron Rushing, State Representative, 9th Suffolk District
11. Helaine Simmonds
12. Eleanor Strong, South End Gardeners

Staffed By:

Pat Cusick, SNAP and Janet Grant, USES
Phone: 267-7400 536-8610
Fax #: 536-8678 536-8638

Blackstone/Franklin Square
Neighborhood Association, Inc.



May 6, 1993

Mr. Thomas O'Malley, Assistant Director
Boston Redevelopment Authority
Boston City Hall
One City Hall Plaza
Boston, MA 02201

**RE: Approval and corrective comments on the South End Master Plan by the
Blackstone/Franklin Square Neighborhood Association.**

Dear Tom:

With this letter comes approval by the Blackstone/Franklin Square Neighborhood Association for the South End/Lower Roxbury Development Policy Plan as a land use and zoning document. Great appreciation should be extended to all those who worked so tirelessly to bring this project to this stage of fruition. Along with giving our endorsement to the report, we also feel that we should send along a comment and two proofing edits which our members noticed.

First, the comment relates to how the statistics fail to note or include any data on same gender families. Second, the proofing edits relate to how our area's open space was designated in the Executive Summary Booklet. In Figure 1.3 both Quadrant One(1) and Quadrant Three (3) do not accurately reflect the proposed use of the land; this usage is correctly displayed, however , on the large foldout Illustrative Site Plan. The first parcel incorrectly designated is RD60, which should show residential use along Shawmut Avenue and open space on Rutland Street. The other

Mr. Thomas O'Malley

Page 2

May 6, 1993

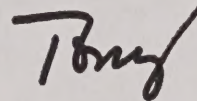
parcels in question are in Quadrant Three (3) and relate to the property bounded by East Brookline Street and Harrison Avenue and two open lots -- not marked -- on St. George Street.

Admittedly, these latter points are minor edits in the light of the masterful work done by the planning committee. But it seems important to go on record and mention these minor discrepancies.

Sincerely,

Blackstone/Franklin Square
Neighborhood Association

By

A handwritten signature in black ink, appearing to read "Tony" or "Anthony", written in a cursive style.

Anthony Japour, M.D., President

Doc. # 5565

ADOPTED 5565

5/13/93

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

(BOARD MEMO,
VOTE +

ATTACHMENTS

IN DOC.

BINDER



*A
Plan
To Encourage
And Guide Growth*

DEVELOPMENT POLICY PLAN

South End/Lower Roxbury Working Group

CITY OF BOSTON
RAYMOND L FLYNN, *Mayor*

BOSTON REDEVELOPMENT AUTHORITY
PAUL BARRETT, *Director*

MAY 1993

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

A PLAN TO ENCOURAGE AND GUIDE GROWTH

Boston Redevelopment Authority

Paul L. Barrett, Director

Clarence J. Jones, Chairman

Michael F. Donlan, Co-Vice Chairman

Francis X. O'Brien, Co-Vice Chairman

James K. Flaherty, Treasurer

Consuelo Gonzales Thornell, Member

Kane Simonian, Secretary

City of Boston

Raymond L. Flynn, Mayor

South End/Lower Roxbury Working Group

Marianne Abrams

Conrad Agneta

Deborah Backus

Janet Bryan

Tom Bryan

Pat Cusick

James Davis

Daniel DeSantis

Michael Duffy

Geneva Evans

Dinorah A. Hernandez

Arthur Howe

Betsy Johnson

Alice Kalil

Sheila Martin

Myra McAdoo

Jim McQueen

Angel Medina

Frances Moore

James O'Donnell

Joseph Park

David Parker

L. Fernando Requena

State Representative
Byron Rushing

Eleanor M. Strong

Beverly A. Van Landingham

Paul Yelder

Samuel Yin

Other Active Participants

(representing various neighborhood associations and community-based organizations)

Ronald J. Blanchard

Tom Dimieri

Clara Garcia

Ted Hauri

Eswaran Selvarajah

Boyce Slayman

Toby Warden

Joshua Young II

THE SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

TABLE OF CONTENTS

Executive Summary	1
Foreword	8
1. Introduction	9
1.1. The Vision	9
1.2. The Purpose	10
1.3. Goals of the South End/Lower Roxbury Development Policy Plan	11
1.4. How will the South End/Lower Roxbury Development Policy Plan be used?	13
2. Physical Description of the South End and Lower Roxbury	15
2.1. Overview	15
2.2. Strategic Location	15
2.3. Land Use	23
2.4. Vacant and Under-utilized Land	24
2.5. Recent Development	40
3. Social and Economic Profile	46
3.1. Overview	46
3.2. Population Change	48
3.3. Population Composition	56
3.4. Quality of Neighborhood Life	69
3.5. Economic Base	76
3.6. Glossary of Selected Definitions	77
4. Historical Context	81
4.1. Historical Overview	81
4.2. Urban Renewal Activities	81
4.3. Subsequent Planning Initiatives	82

5.	Strategies	88
	Goal 1: Urban Design	88
	Goal 2: Economic and Business Development	108
	Goal 3: Residential Development	123
	Goal 4: Open Space	144
	Goal 5: Historic Preservation	155
	Goal 6: Comprehensive Planning and Review	157
	Goal 7: Transportation	160
6.	Areas for Further Study	161
7.	Achieving the Plan	165

APPENDIX 1	Land Use Recommendations for Redevelopment of Public Disposition Parcels
APPENDIX 2	Inventory of Public-owned Land in the South End and Lower Roxbury
APPENDIX 3	Social and Economic Profile - 1990 U.S. Census Tables
APPENDIX 4	South End/Lower Roxbury Economic Development Study - Proposed Work Program
APPENDIX 5	Potential Urban Design Alternatives for the New Washington Street

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

**South End/Lower Roxbury Working Group
Boston Redevelopment Authority
Mayor's Office of Neighborhood Services**

EXECUTIVE SUMMARY

The South End/Lower Roxbury Development Policy Plan both guides urban land development and encourages economic growth in the South End and Lower Roxbury which will benefit the residents of these neighborhoods. The recommendations of the South End/Lower Roxbury Development Policy Plan result from the hard work and cooperation of a Working Group of residents appointed by Mayor Raymond Flynn, the Boston Redevelopment Authority (BRA) and the City of Boston.

For the past three years, the Working Group has been meeting regularly with the BRA and the Mayor's Office of Neighborhood Services to recommend a Development Policy Plan to channel and manage development, growth and investment in this community over the next twenty years. This Plan is intended to guide planners and policymakers as they make decisions concerning the South End/Lower Roxbury.

The Plan recommends a balance of community-oriented land uses strategically located on public and private vacant parcels to enhance the quality of life for South End and Lower Roxbury residents and foster economic growth. These uses include: residential development, parks, community gardens, neighborhood stores, and new and expanding businesses which create new jobs for the community. To achieve this Plan, the Working Group proposes guidelines for development on public vacant land. The Working Group also recommends new zoning to guide future development.

Notwithstanding the current recession facing both the local and national economy, the South End and Lower Roxbury has significant development potential due, in large part, to its strategic location in the City. Proximity to the Southeast Expressway, the Central Artery and the Massachusetts Turnpike makes the South End and Lower Roxbury attractive for new commercial development. This potential will be further realized when the Seaport Access Road and the Third Harbor Tunnel connecting Logan International Airport are completed, strategically placing the South End at the crossroads of four of the most important regional highways. The extensive tracts of public - and private-owned vacant and under-utilized land in those areas of the South End and Lower Roxbury closest to major transportation corridors represent a significant opportunity for future development. The Plan sets forth strategies to capitalize on this growth potential and encourage business development that will create new jobs for the community.

The Plan also guides future development in a way that will protect and foster qualities of the South End and Lower Roxbury which residents value highly. One of these qualities is the healthy social and economic diversity which should be part of the future of the South End and Lower Roxbury. Another is the balanced diversity of land uses which include residential, neighborhood retail, commercial and institutional uses which add to the vitality of the community. Finally, the historic row house architecture of the South End and Lower Roxbury - the largest intact historic Victorian architectural district in the nation - distinguishes this neighborhood as an attractive place to live and should be respected as an important quality to preserve and enhance.

The Development Policy Plan recommends a range of strategies to attain the goals which the Working Group identified at the outset of this planning effort:

URBAN DESIGN

Objective:

To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End and Lower Roxbury.

Strategy:

Urban Design Guidelines.

Require that new development conform to the urban design guidelines of the South End/Lower Roxbury Development Policy:

- restoration and extension of the historic street block pattern;
- creation of prominent focal points;
- compatible height limits;
- conformance with prevalent building setbacks;
- compatible proportion, scale and mass of new buildings;
- trees and sidewalk paving in keeping with the character of historic South End and Lower Roxbury streets; and
- use of appropriate building materials.

Building height limits.

Review height limits to assure protection of the most historic areas of the South End and Lower Roxbury while providing flexibility for development in the areas of high growth potential.

ECONOMIC AND BUSINESS DEVELOPMENT

Objective:

Encourage diverse economic and business opportunities for South End and Lower Roxbury residents which will create new jobs in the community.

Strategy:

Expansion of existing businesses and creation of new businesses.

Make vacant parcels available for the expansion of existing businesses as well as the creation of new commercial and light manufacturing business development through a public land disposition program.

Neighborhood-oriented retail opportunities.

Require that developers design street level space with the flexibility to include neighborhood stores in future redevelopment when and where it is appropriate. Allow and encourage neighborhood-oriented opportunities through zoning.

South End Economic Development Area.

Capitalize on the future development potential of the Harrison Avenue corridor by creating a special zoning district - the South End Economic Development Area (EDA) - as an important link in the BRA's Crosstown Initiative, which ties together private investment with public investment in transit, transportation systems and infrastructure. New zoning in the South End EDA will allow a broad spectrum of commercial development which is sensitive to the needs and interests of the community, and appropriate to the architectural scale and character of the surrounding neighborhoods.

Newmarket Industrial Development Area.

Encourage expansion of existing manufacturing companies and other businesses which can provide jobs to residents in the South End and Lower Roxbury.

Construction and permanent employment.

Require that future commercial and institutional developers enter into a Cooperation Agreement with appropriate public-agencies to maximize the hiring of South End and Lower Roxbury residents to both construction and permanent jobs, and ensure compliance with the Boston Residents Job Ordinance.

Job Training

Require that future commercial and institutional developers of land assist in the creation of job training programs for South End and Lower Roxbury residents.

Formation of a South End/Lower Roxbury Business Association.

Encourage the formation of a district-wide association of businesses that will work with community-based organizations and other social service agencies to match job openings with South End/Lower Roxbury residents in search of employment.

RESIDENTIAL DEVELOPMENT**Objective:**

To provide and protect decent, accessible housing for current South End/Lower Roxbury residents of all economic levels, age groups and household types in the community.

Strategy:**New residential developments.**

Make selected public vacant parcels available for housing development through a public land disposition program.

Creation of new mixed-use districts with housing as a major use.

Re-zone the area around Peters Park (which includes large parcels of vacant and under-utilized land) as a mixed-use district with housing as a major use complemented by neighborhood retail and commercial uses.

New housing design guidelines for the South End and Lower Roxbury.

Require through new zoning that new residential development conform to the design guidelines of the South End/Lower Roxbury Development Policy Plan. These guidelines call for high quality residential design which is compatible with the historic architecture of the South End and Lower Roxbury and a range of dwelling unit types and sizes to meet the varying needs of future residents.

Protection of existing residential areas.

Re-zone existing residential areas surrounded by manufacturing-related uses in order to protect these neighborhoods from encroachment by development detrimental to residential uses.

Artists Housing.

Amend the zoning code to allow artists to legally live and work in the old industrial loft buildings in the Harrison Avenue - Albany Street area.

OPEN SPACE

Objective:

Revitalize existing parks and create new open space.

Strategy:

Park revitalization

Revitalize existing parks by concentrating new residential development around these areas and, in effect, creating a new constituency of residents who will have a sense of proprietorship for these open spaces in the historic tradition of the South End and Lower Roxbury.

Community Gardens

Convey additional public land to community-based groups for use as community gardens and other open space where appropriate.

New open space

Create permanent open space by zoning additional parcels as Open Space Districts which include the Berkeley Street Gardens, Peters Park and public vacant parcels which the Plan designates for community garden use.

Interim Uses on Vacant Land

Interim Uses on vacant land should be discouraged which are detrimental to both the long-term interests of the community and the objectives of the Development Policy Plan.

HISTORIC AND ARCHITECTURAL PRESERVATION

Objective:

To preserve and protect the historic and architectural characteristics of the South End and Lower Roxbury, and encourage new development which is compatible with those characteristics.

Strategy:

Historic Industrial Landmark District.

Establish an historic industrial landmark district in the Harrison Avenue/Albany Street Corridor to preserve the existing historic 19th century manufacturing buildings.

Lower Roxbury Historic Row House District.

Establish an historic landmark district to preserve the intact historic row house Greenwich Street neighborhood.

South End Landmark District Commission

Encourage the on-going enforcement of both existing and new historic landmark guidelines.

TRANSPORTATION**Objective:**

To provide accessible transportation to all community residents and to reduce the need to use automobiles within the community in order to create a pedestrian neighborhood.

Strategy:

With assistance from the Boston Transportation Department, undertake a comprehensive transportation study of the South End and Lower Roxbury using the land use recommendations set forth in the Development Policy Plan as a framework for this study.

A COMPREHENSIVE PLANNING AND REVIEW PROCESS

Objective:

To approach development in the South End and Lower Roxbury with an understanding of its potential impact and relation to surrounding neighborhoods, the city and metropolitan area.

Strategy:

Project Advisory Committees

Establish Project Advisory Committees (PAC's) for all proposed major development projects in the South End and Lower Roxbury (modeled on the Prudential Center Development PAC and the BioSquare PAC.)

On-going large scale efforts which will affect the South End and Lower Roxbury.

Encourage South End and Lower Roxbury community groups, neighborhood associations and residents to participate in planning efforts involving the following projects: the Roxbury Neighborhood Zoning District, the Greater Roxbury Economic Center, the Massachusetts Turnpike Air Rights, the Central Artery/Third Harbor Tunnel Project, the Prudential Center and future development at the Boston Center for the Arts.

OTHER GOALS RELATED TO DEVELOPMENT POLICY

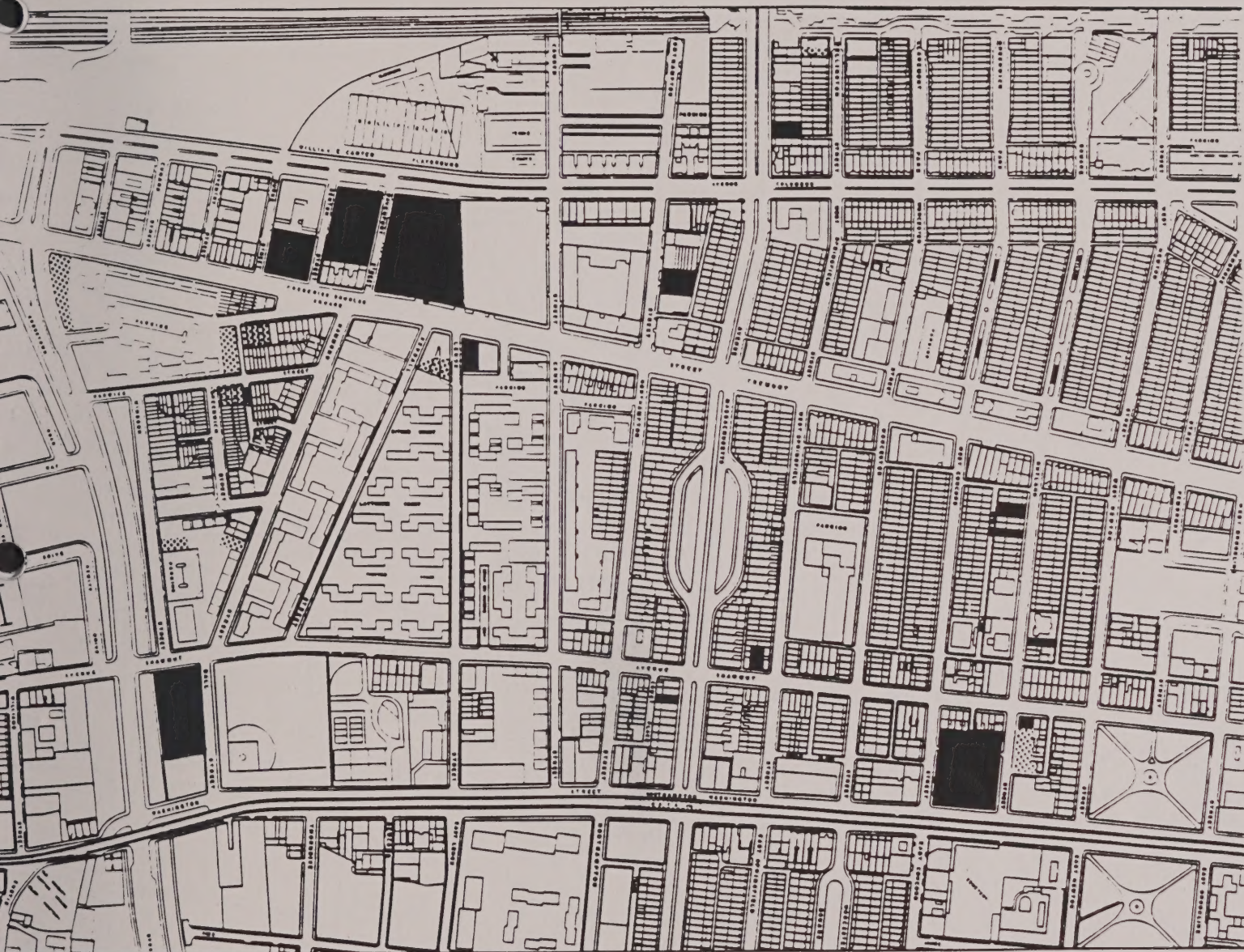
In addition to the physical land use and development issues which are addressed by this Plan, the Working Group recognizes that there are other important issues of concern including education, safety, jobs, and social problems which affect the overall community. These represent other policy matters which are being and will continue to be addressed through the ongoing efforts of agencies and groups in the South End/Lower Roxbury community.

KEY TO QUADRANT MAPS



Quadrant 1

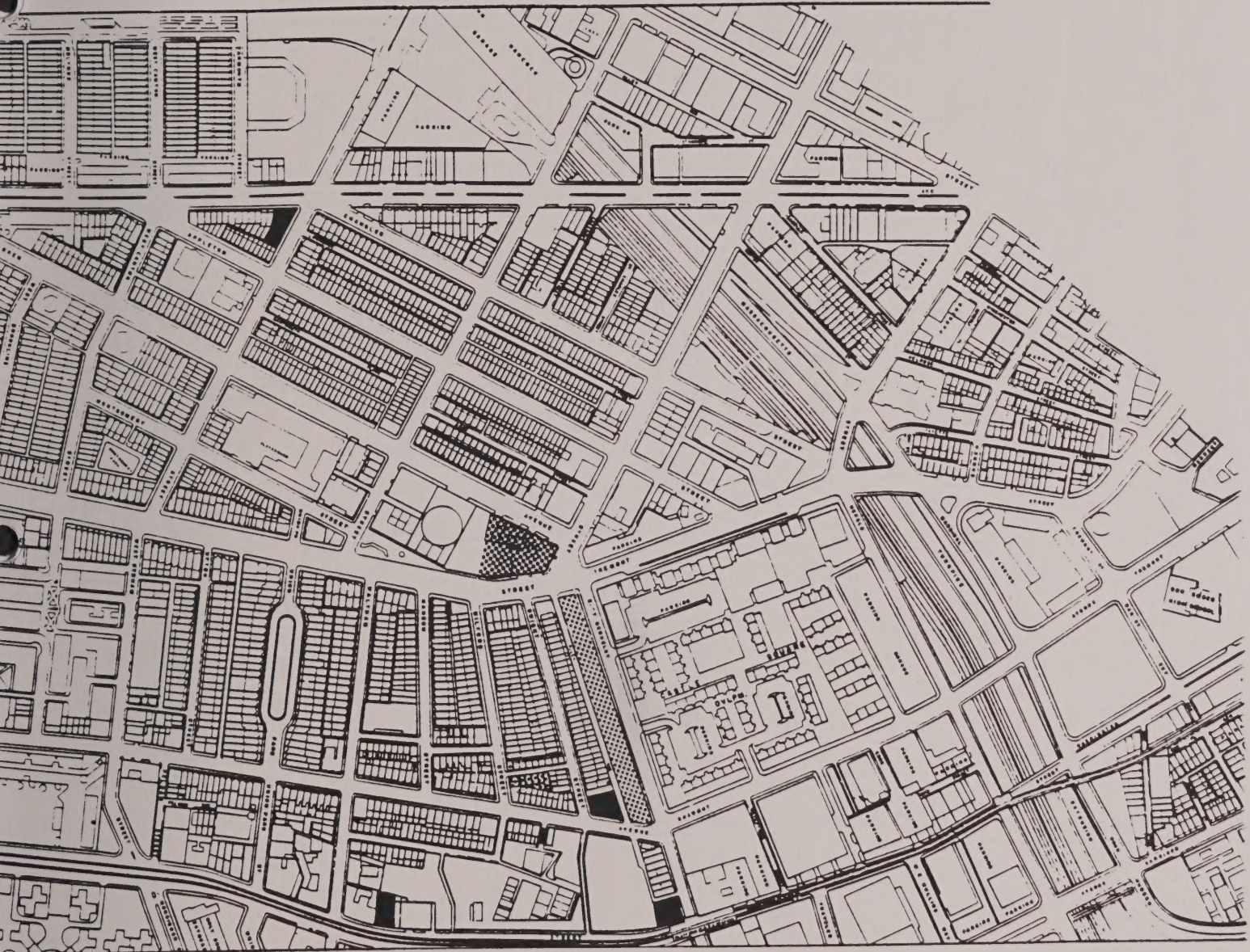
RECOMMENDATIONS FOR REDEVELOPMENT
OF PUBLIC DISPOSITION PARCELS



-  Residential and residential with street level retail
-  Open Space
-  Commercial, light manufacturing and/or related uses
-  Mixed-use

Quadrant 2

RECOMMENDATION FOR REDEVELOPMENT
OF PUBLIC DISPOSITION PARCELS



Residential and residential with street level retail



Open Space



Commercial, light manufacturing and/or related uses



Mixed-use

Quadrant 3

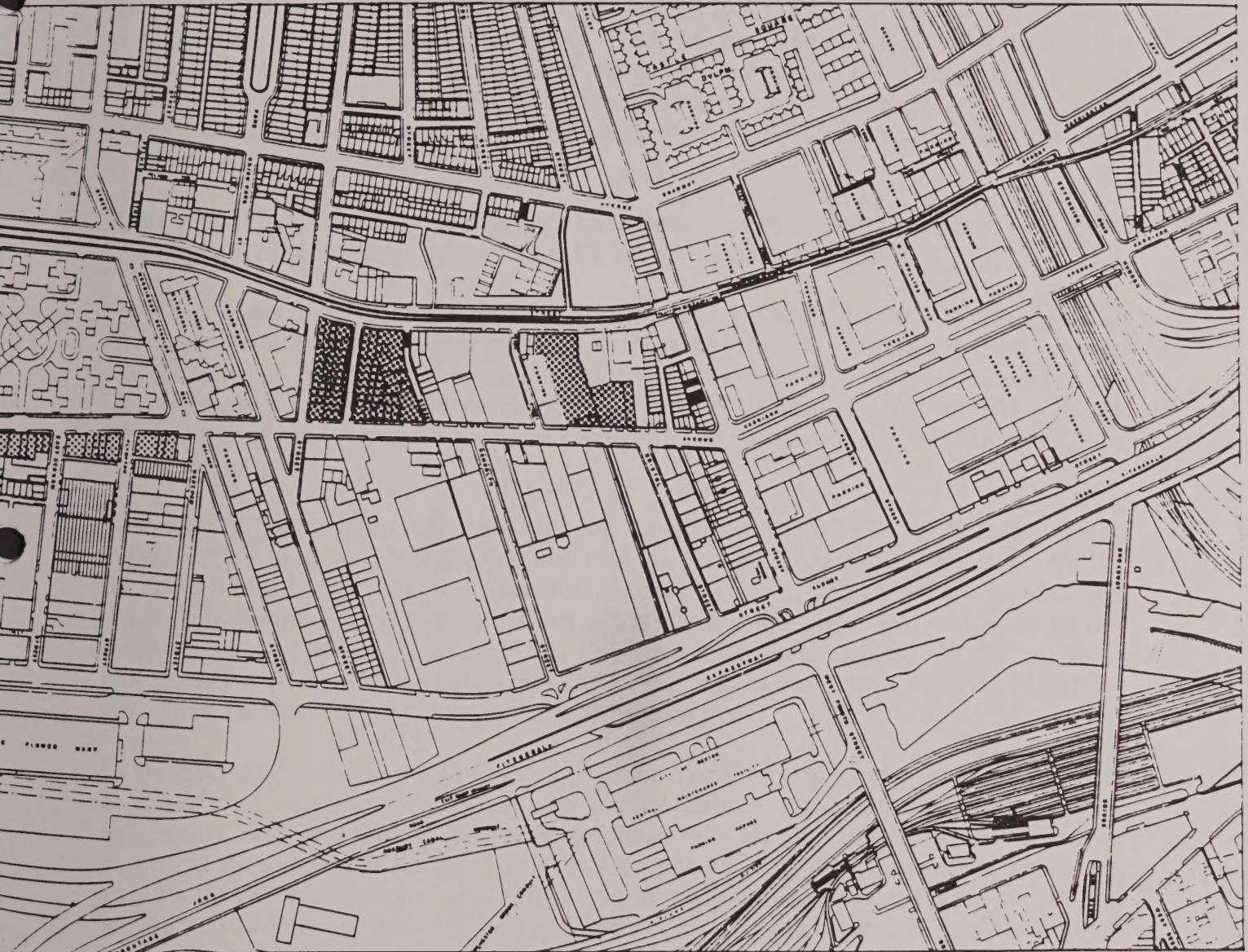
RECOMMENDATION FOR REDEVELOPMENT
OF PUBLIC DISPOSITION PARCELS



-  Residential and residential with street level retail
-  Open Space
-  Commercial, light manufacturing and/or related uses
-  Mixed-use

Quadrant 4

RECOMMENDATION FOR REDEVELOPMENT
OF PUBLIC DISPOSITION PARCELS



Residential and residential with street level retail



Open Space



Commercial, light manufacturing and/or related uses



Mixed-use

FOREWORD

The South End/Lower Roxbury Development Policy Plan results from the hard work and cooperation of a Working Group of residents, the Boston Redevelopment Authority (BRA), and the City of Boston. In October 1988, BRA staff met with a group of South End community residents to announce the initiation of a comprehensive land development planning effort. By May 1989, Mayor Raymond Flynn appointed a Working Group of community residents, whose charge was to meet regularly with the BRA and the Mayor's Office of Neighborhood Services, and recommend a Development Policy Plan to guide and encourage development in the South End and Lower Roxbury over the next twenty years.

Since September 1989, over 60 meetings have been held to recommend ways to channel and manage development, growth and investment in the community.

From the outset of this planning process, the South End/Lower Roxbury Working Group envisioned holding a series of public meetings to provide community residents an opportunity to review and comment on the preliminary recommendations for the Development Policy. With the participation of five sub-committees and following nearly 20 meetings of the Working Group, numerous draft papers were prepared for review by the participants.

As a way of framing the major goals of the Development Policy Plan, BRA staff asked Working Group members at the beginning of the process to consider their vision for the South End and Lower Roxbury over the next twenty years. What did group members want their neighborhood to be in twenty years? Group members were urged to be far-reaching as they spoke about their vision, without particular regard for current fiscal constraints or present-day limitations. Out of this vision, emerged a Plan for the future and some recommended strategies to achieve this plan.

In December 1990, the Working Group presented a preliminary Development Policy Plan at a public meeting held at the Concord Baptist Church, for discussion and review by the South End and Lower Roxbury community. During the three-month public comment period which followed this presentation in early 1991, numerous residents, neighborhood associations and other community-based organizations responded extensively with suggested revisions and detailed recommendations. In accordance with these community-wide recommendations, the Working Group revised the preliminary Plan. The product of this effort, the Development Policy Plan, is intended to guide planners and policymakers as they make decision concerning the South End/Lower Roxbury.

1. INTRODUCTION

1.1 THE VISION

Based on recommendations of the Working Group, the South End/Lower Roxbury Development Policy Plan envisions the South End and Lower Roxbury in the future as a stable neighborhood where social diversity - a quality which current residents strongly value - is maintained and fostered. The Plan further envisions that all current residents will have a mutual stake in the South End and Lower Roxbury in the future through access to home ownership opportunities, decent jobs in new local businesses and opportunities to make productive and beneficial investments in the community. Hopefully, the quality of life of all residents will be enhanced in the future by the implementation of this plan.

To achieve this vision, the Plan recommends a balance of community-oriented land uses including: housing for individuals and families of all economic groups, parks and community gardens, and neighborhood stores and businesses providing a range of economic opportunities to the neighborhood. The Plan also sets forth a vision of the Washington Street and the Harrison Avenue/Albany Street Corridor - areas where large expanses of vacant and under-utilized land will offer the most important development opportunities in the South End and Lower Roxbury over the next twenty years.

The urban development policy presented in this Plan reflects this vision by recommending future development which enhances the distinctive historic architecture of the South End and Lower Roxbury, serving to make this district an attractive place to live. The Plan also recommends new business development that creates jobs for current residents by capitalizing on the tremendous growth potential in the South End and Lower Roxbury. While this vision cannot be achieved solely through these recommended land development policies, the South End/Lower Roxbury Development Policy Plan nevertheless establishes the groundwork and physical framework for other initiatives which will improve life in the South End and Lower Roxbury for current residents and their families in the future.

An underlying aspiration of this vision is that current low income residents and their families - who make up almost half of all families in the South End and Lower Roxbury - will have the means to climb the social ladder through access to jobs, and become part of the future middle class of the district. Mayor Raymond Flynn has often made the point that a decent job is the best social program. The further aspiration is that these new middle class families will choose to stay in the South End and Lower Roxbury.

The Plan envisions that, in twenty years, future residential development, and attractive parks combined with successful efforts to improve the public schools, will prove to make the South End and Lower Roxbury a highly livable urban neighborhood for these future families and their children, as well as for others.

1.2 THE PURPOSE

The Purpose of the South End/Lower Roxbury Development Policy Plan is the following:

- To preserve and protect, in the South End and Lower Roxbury, a community which is economically, culturally and racially diverse.
- To preserve and develop a community which is livable and enhances the quality of life of its residents.
- To preserve and restore the historic and traditional architectural and cultural characteristics of this community.
- To encourage and guide economic development

With this purpose in mind, the Working Group has produced a Development Policy Plan which guides planners and policy makers at every level of government as they make decisions about life in the South End and Lower Roxbury. The Plan informs both for-profit and non-profit private developers and institutions of the vision, expectations and policies of the South End and Lower Roxbury.

1.3. GOALS OF THE SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN

The Development Policy Plan sets forth a range of goals, and recommends strategies to attain these goals. The Plan identifies land development goals for which the South End/Lower Roxbury Working Group is recommending action. The Plan also recognizes that there are other social and economic concerns which require attention in a broader context. The South End/Lower Roxbury Development Policy Plan should be used as a framework within which decisions and recommendations can be made.

DEVELOPMENT POLICY GOALS

Urban Design

To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End and Lower Roxbury.

Economic and Business Development

- To strengthen and support the business and economic sectors in the community.
- To encourage a wide variety of neighborhood oriented retail and community uses.
- To provide job training and employment opportunities for residents in the community and surrounding neighborhoods.
- To encourage diverse economic opportunities for residents which will create new jobs in the community.

Residential Development

- To provide and protect decent, accessible housing for current South End and Lower Roxbury residents of all economic levels, age groups and household types in the community.
- To provide dwelling units for families with children in the community.
- To increase and promote homeownership.

Open Space

- To enhance, preserve and restore the open space, parks and cityscape of the community.
- To create new and revitalized open space and community gardens.

Historic and Architectural Preservation

To preserve and protect the historic and traditional characteristics of the South End and Lower Roxbury, and encourage new development which is compatible with those characteristics.

Transportation

To provide accessible transportation to all residents of the community, and to reduce the need to use automobiles within the community in order to create a pedestrian neighborhood.

A Comprehensive Planning and Review Process

To relate development in the South End and Lower Roxbury to surrounding neighborhoods, the city and metropolitan area when relevant.

OTHER GOALS RELATED TO DEVELOPMENT POLICY

In addition to the physical land use and development issues which are addressed by this Plan, the Working Group recognizes that there are other important issues of concern including education, safety, jobs, and social problems which affect the overall community. These represent other policy matters which are being and will continue to be addressed through the ongoing efforts of agencies and groups in the South End/Lower Roxbury.

Social Services

To strengthen appropriate support services and institutions for the well-being of all residents of the community.

Quality Public Schools

To improve the quality and availability of public schools for children of the South End and Lower Roxbury.

Public Safety

- To provide streets and public spaces which are safe day and night to all women, men and children.
- To ensure that personal and public property is safe and secure from vandalism and theft.
- To promote appropriate police presence in the neighborhood.

Small Business Development

- To encourage banks to provide lending programs for small business development in the South End and Lower Roxbury.

Places of Worship

To recognize places of worship in the South End and Lower Roxbury as integral parts of the community, and important resources for the future community development, acting either independently, or jointly, with established community-based organizations.

Places of worship in the South End and Lower Roxbury form an extensive network supported by parishioners who, in some cases, no longer live in the community but, nevertheless, continue to attend and support these places of worship.

Families

To increase the number of families with children in the community.

Cultural Resources

To recognize and support cultural institutions and the arts community in the South End and Lower Roxbury as important and meaningful resources.

In support of this goal, the Development Policy Plan recommends that, in addition to residential and neighborhood retail uses, future cultural and arts-related uses be encouraged in areas re-zoned as mixed-use districts. The Plan also designates the public-owned vacant parcel adjacent to the Boston Center for the Arts for future arts-related development.

The Development Policy Plan further recommends the installation of markers and plaques at significant buildings and other location to celebrate and highlight the history of the South End and Lower Roxbury. This project would be an effective way to educate both residents and visitors to the community of the rich and diverse heritage of the South End and Lower Roxbury.

1.4. HOW WILL THE SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY PLAN BE USED?

The South End/Lower Roxbury Development Policy Plan, together with proposed zoning regulations drafted to implement the goals and objectives of the Plan, will be submitted to the Boston Redevelopment Authority (BRA) Board of Directors. The BRA Board will review the proposed zoning regulations for subsequent approval by the Zoning Commission. In doing so, both the BRA Board and the Zoning Commission will recognize the Development Policy Plan as the general plan for the South End and Lower Roxbury. Recognition of the Development Policy Plan will be referenced in the new zoning regulations; the new zoning will be both an integral part of and one of the means of implementing the South End/Lower Roxbury Development Policy Plan.

FIGURE 1.1

South End/Lower Roxbury Development Policy Plan

MAJOR PLANNING CONCEPT



1. Residential area.
2. Major neighborhood retail corridor on Tremont Street serving the South End/Lower Roxbury community.
3. Future mixed use and residential development around major parks along the Washington Street corridor.
4. Business development corridor: expansion of existing businesses, development of new businesses and the creation of jobs for South End/Lower Roxbury residents.
5. Major economic development corridor with direct and strategic access to regional highways and Logan International Airport.
6. Extend historic pattern of street blocks connecting the residential and business development corridors in the South End/Lower Roxbury.

2. PHYSICAL DESCRIPTION OF THE SOUTH END AND LOWER ROXBURY

2.1 Overview

The South End/Lower Roxbury is one of Boston's most richly varied neighborhoods, being little over one square mile in size and housing four percent of Boston's total population. (Figures 2.1, 2.2 and 2.3)

Three important aspects characterize the South End and Lower Roxbury:

- A socially, economically and racially diverse population.
- Distinctive historic brick rowhouse architecture. The South End is the largest intact historic Victorian architectural district in the nation.
- A diversity of land uses which includes residential, commercial and institutional uses.

Between 1965 and 1979 over \$135 million in public resources were invested under the urban renewal program in the South End, in the construction of new streets, a new library, elementary school, parks and new and rehabilitated housing. In the 1980's, major public transportation improvements including the relocated Orange Line and the Southwest Corridor Park were completed.

2.2 Strategic Location

The South End and Lower Roxbury is physically separated from other districts of Boston by several important transportation corridors which surround the area: the Southeast Expressway, the Massachusetts Turnpike, the Melnea Cass Boulevard and the Southwest Corridor. Historically the Southwest Corridor had been a depressed railroad corridor separating the South End from the Back Bay; in the early 1980's, a linear park, the Southwest Corridor Park, was built over this train depression as part of the relocated Orange Line public transit project serving to link the South End with the Back Bay. Proximity to the Southeast Expressway, the Central Artery, Melnea Cass Boulevard and the Turnpike has made the South End and Lower Roxbury attractive for new commercial development. This potential will be further realized when the Seaport Access Road and Third Harbor Tunnel connecting Logan International Airport are completed, strategically placing the South End at the crossroads of four of the most important regional highways. (Figure 2.4)

FIGURE 2.1

South End/Lower Roxbury



FIGURE 2.2

South End/Lower Roxbury Development Policy Plan

KEY TO QUADRANT MAPS



FIGURE 2.3

South End/Lower Roxbury

QUADRANT 1

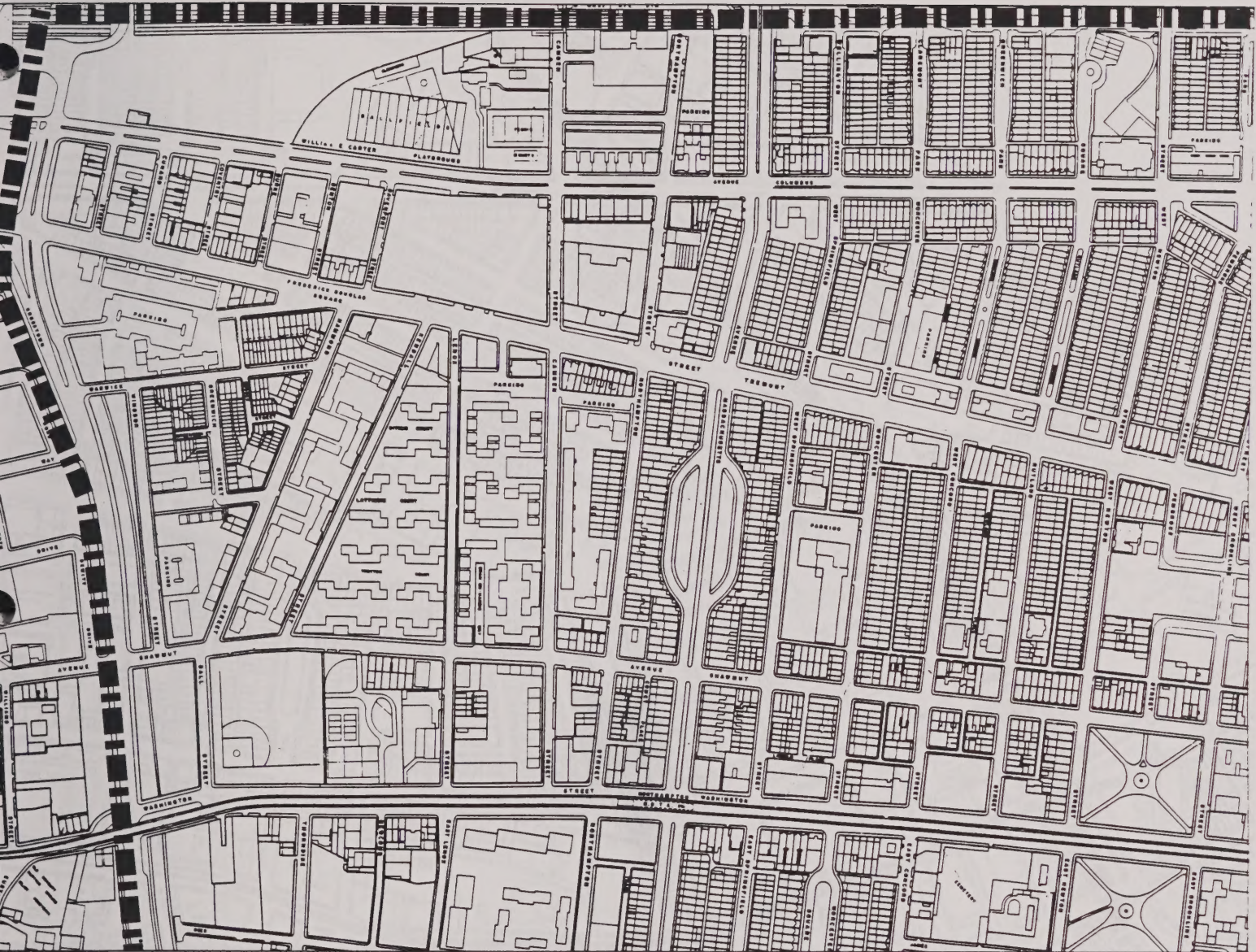


FIGURE 2.3

South End/Lower Roxbury

QUADRANT 2

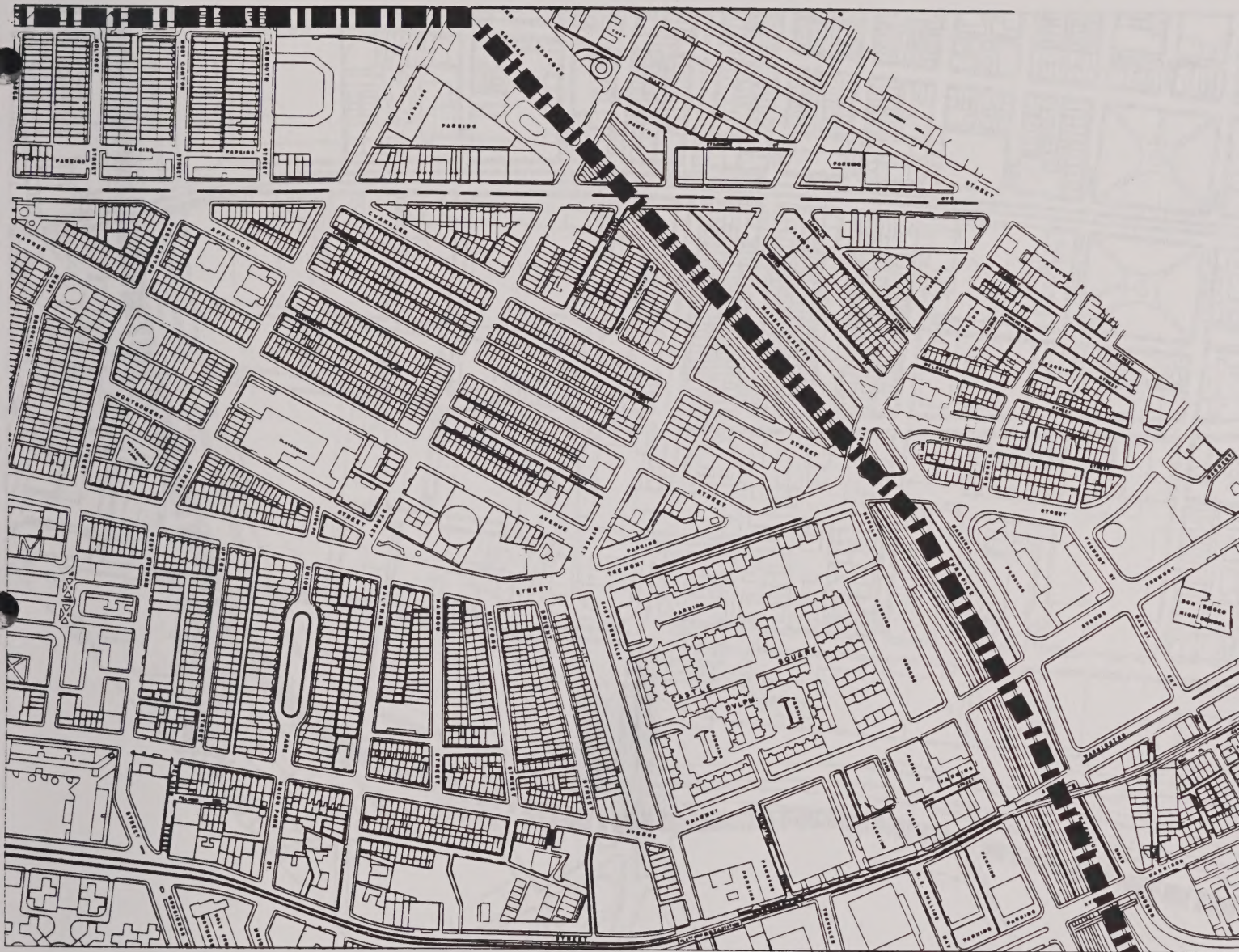


FIGURE 2.3

South End/Lower Roxbury

QUADRANT 3



FIGURE 2.3

South End/Lower Roxbury

QUADRANT 4



FIGURE 2.4

STRATEGIC LOCATION OF THE SOUTH END/LOWER ROXBURY
IN THE CITY OF BOSTON



- 1. South End/Lower Roxbury
- 2. Downtown Boston
- 3. Logan International Airport
- Major Highways and Expressways

- 4. Roxbury
- 5. Back Bay
- 6. South Boston

2.3 Land Use

The South End and Lower Roxbury include a diverse mix of land uses with residential uses predominant in the area between Harrison Avenue and the Southwest Corridor, and manufacturing, commercial and institutional uses predominant between Harrison Avenue and Albany Street. It should be noted that the corridor between Harrison Avenue and Albany Street also includes several long-standing, residential areas, further contributing to the diversity of uses. (Figures 2.5 and 2.6)

Residential uses include single and multi-family houses as well as apartment buildings and buildings with combined residential and commercial uses. Characteristic brick rowhouses built in the late 19th Century typify residential buildings in the South End and Lower Roxbury providing both residential condominium and fee simple ownership. The area includes several public housing projects built in the 1950's and 60's.

Commercial uses include a broad range of business types housed in the 19th Century industrial loft buildings and warehouses concentrated in the Harrison Avenue Corridor including start-up businesses, computer repair firms, graphics firms, professional offices and artists studios. While many of these old loft buildings continue to provide space for light manufacturing uses, most manufacturing facilities are housed in relatively modern facilities adjacent to the Melnea Cass Boulevard in Lower Roxbury and Herald Street and the Turnpike.

Locations of retail uses including neighborhood stores and restaurants are at intersections of major streets following an historic development pattern in the South End and Lower Roxbury.

Major institutional uses including Boston City Hospital, University Hospital and the Boston University Medical School are concentrated in the Harrison Avenue - Albany Street Corridor. The Boston Center for the Arts, the Boston Ballet and the Franklin Institute form a second concentration of institutional uses which has evolved into a cultural and educational center in the South End.

Other significant characteristics of the land use patterns in the South End and Lower Roxbury are as follows:

- Tax-exempt land in the South End exceeds 50% of the total land area.
- Almost 50% of the existing building square footage is devoted to residential use; almost 40% of building square footage is tax-exempt (this includes hospitals, schools and religious institutions.)
- The average floor-area ratio (FAR) for residential uses is about FAR 2.0; the average FAR for commercial uses is about 1.5.

- The typical historic rowhouse characteristic of the South End continues to have the adaptability to accommodate different types of housing units while maintaining a consistent architectural character. It should be noted that multi-family houses are the predominant residential types in the South End and Lower Roxbury notwithstanding the diversity of housing types in the neighborhood.
- The assessed value on land as measured in a dollar per square foot basis shows that areas closer to Downtown Boston, and further from the industrial areas enjoy a higher value.

2.4 Vacant and Underutilized Land

Publicly-owned vacant land and buildings represent an opportunity for future development and/or open space preservation in the South End. Publicly-owned vacant land in the South End/Lower Roxbury area is owned by either the Boston Redevelopment Authority, acquired as part of the original South End Urban Renewal Project, or by the City of Boston. (Figures 2.7 and 2.8)

The City of Boston and the Boston Redevelopment Authority own 2,818,428 square feet (or about 65 acres) of properties in the South End/Lower Roxbury area, excluding public rights-of-ways. This represents about 11% of the 600 acres of the South End Urban Renewal area.

TABLE 2.1

City of Boston	2,065,303	s.f.	47.4	acres
BRA	753,125	s.f.	17.3	acres
TOTAL ALL CITY AND BRA	2,818,428	s.f.	4.7	acres

As noted above, the City of Boston owns about 47 acres of properties within the South End. In round numbers, about three quarters of this property is used for public purposes. This includes above a quarter (or 566,699 s.f.) for Boston City Hospital; another quarter for major parks, cemetery and schools; and another quarter developed for miscellaneous public purposes.

The remaining 619,263 s.f. (14.2 acres) represent vacant, undeveloped City of Boston owned properties which may be suitable for development with public and/or private uses consistent with the South End Lower Roxbury Development Policy. It should be noted that, of this developable City of Boston owned land, a major parcel consisting of over 280,000 s.f. (Parcel 46B) has been designated to University Associates by the Boston Redevelopment Authority, the site of the current BioSquare development (formerly known as SETSA), now under construction.

Appendix 2 to this Plan contains a complete inventory and brief description of all parcels of land and buildings owned by the Boston Redevelopment Authority located in the South End/Lower Roxbury area. The inventory consists of all parcels which have not been advertised for development, as well as all parcels owned by the BRA which have been authorized for advertisement, have been advertised, and/or have received tentative or final designations.

Over the past several months, portions of this inventory have been reviewed with the Working Group of the South End/Lower Roxbury Development Policy Plan. These discussions have resulted in a general consensus on future land uses for the majority of these vacant sites, including sites appropriate for new housing development, mixed use development, cultural and institutional, manufacturing, and open space. Consistent with this, the parcel listings are organized by the proposed land use (i.e. housing, mixed use, etc.)

In all, the BRA owns approximately 753,125 square feet of land located on 66 parcels in the South End/Lower Roxbury area (17.3 acres) of which, 317,016 square feet, or 7.3 acres are under lease agreement. Roughly half, or 423,981 square feet on 42 parcels have not been advertised for development; the remaining 329,144 square feet on 24 parcels have been authorized for advertisement, been advertised, and/or have tentative or final designations. Figure 2.7 shows both public- and private-owned vacant and underutilized land. Figure 2.8 shows the extensive area of land and vacant buildings which will have development potential over the next twenty years. (Table 2.2)

PARCELS NOT ADVERTISED		
Housing	170,241	3
LI Manufacturing	26,000	2
Abolish	800	1
Community Gardens	45,936	1
SUB TOTAL	243,977	7
AUTHORIZED AND ADVERTISED		
Community Gardens	24,167	2
SUB TOTAL	24,167	2
TOTAL ALL PARCELS IN SOUTH END PARCELS		
Unadvertised	423,981	42
Advertised, designated, and/or authorized to be advertised	329,144	24
TOTAL	753,125	66
	(17.3 acres)	(7.3 acres)

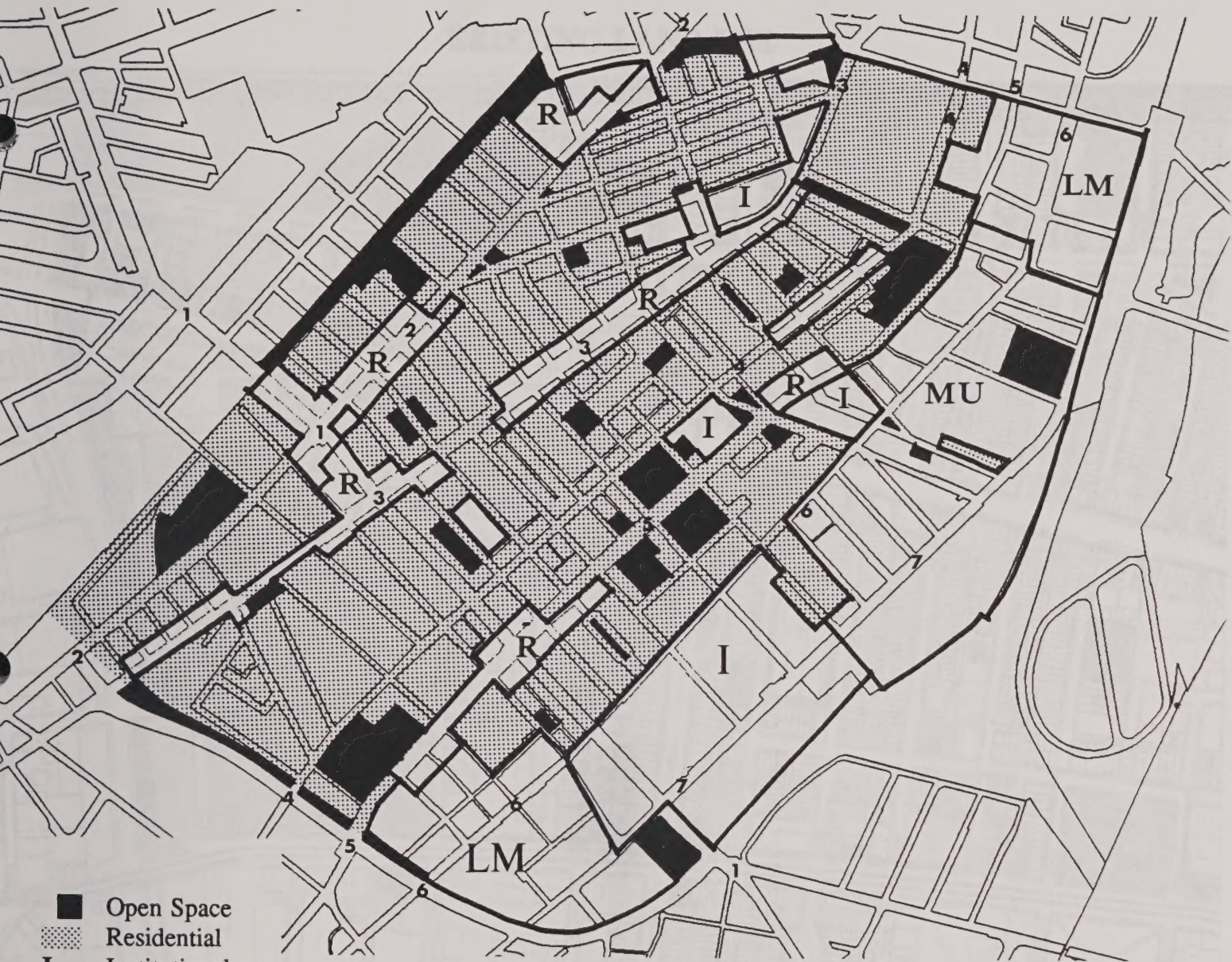
TABLE 2.2

SUMMARY OF BRA-OWNED PROPERTY IN THE SOUTH END/LOWER ROXBURY

	<u>Size (s.f.)</u>	<u>No. of Sites</u>
<u>UNADVERTISED PARCELS</u>		
Housing	100,486	7
Mixed Use	86,143	7
Cultural/Institutional	121,005	7
Light Manufacturing	63,422	8
Abutter and Scattered Sites	30,227	11
Community Gardens	<u>22,698</u>	<u>2</u>
SUB TOTAL	423,981	42
<u>ADVERTISED PARCELS</u>		
Housing	21,210	3
Mixed Use	3,356	2
Institutional	<u>19,977</u>	<u>1</u>
SUB TOTAL	44,543	6
<u>PREVIOUS DESIGNATIONS</u>		
Housing	170,744	5
Lt. Manufacturing	36,569	2
Abutter	900	1
Community Gardens	<u>47,516</u>	<u>1</u>
SUB TOTAL	255,729	9
<u>AUTHORIZED TO BE ADVERTISED</u>		
Community Gardens		
SUB TOTAL	28,872	9
<u>TOTAL ALL BRA-OWNED SOUTH END PARCELS</u>		
Unadvertised	423,981	42
Advertised, designated, and/or authorized to be advertised.	<u>329,144</u>	<u>24</u>
TOTAL	753,125	66
	(17.3 acres)	(Parcels)

FIGURE 2.5

GENERAL LAND USE IN THE SOUTH END/LOWER ROXBURY



- Open Space
- ▨ Residential
- I Institutional
- LM Light Manufacturing
- O Office/Commercial
- MU Mixed Use: commercial, light manufacturing, retail, wholesale and/or residential including artists housing
- R Retail and street level retail with residential on upper levels

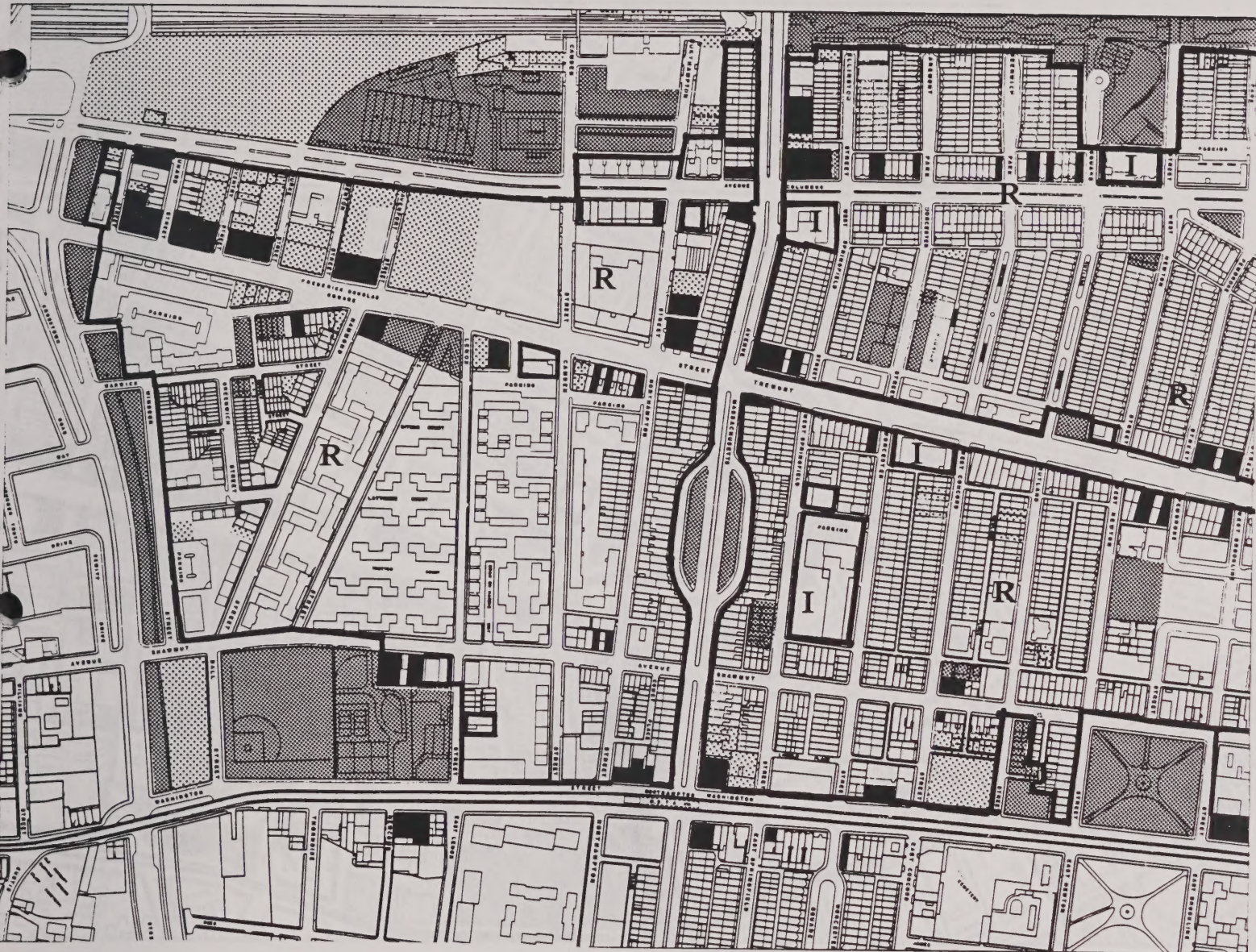
Major Streets

1. Massachusetts Avenue
2. Columbus Avenue
3. Tremont Street
4. Shawmut Avenue
5. Washington Street
6. Harrison Avenue
7. Albany Street

FIGURE 2.6

South End/Lower Roxbury
Quadrant 1

EXISTING LAND USE

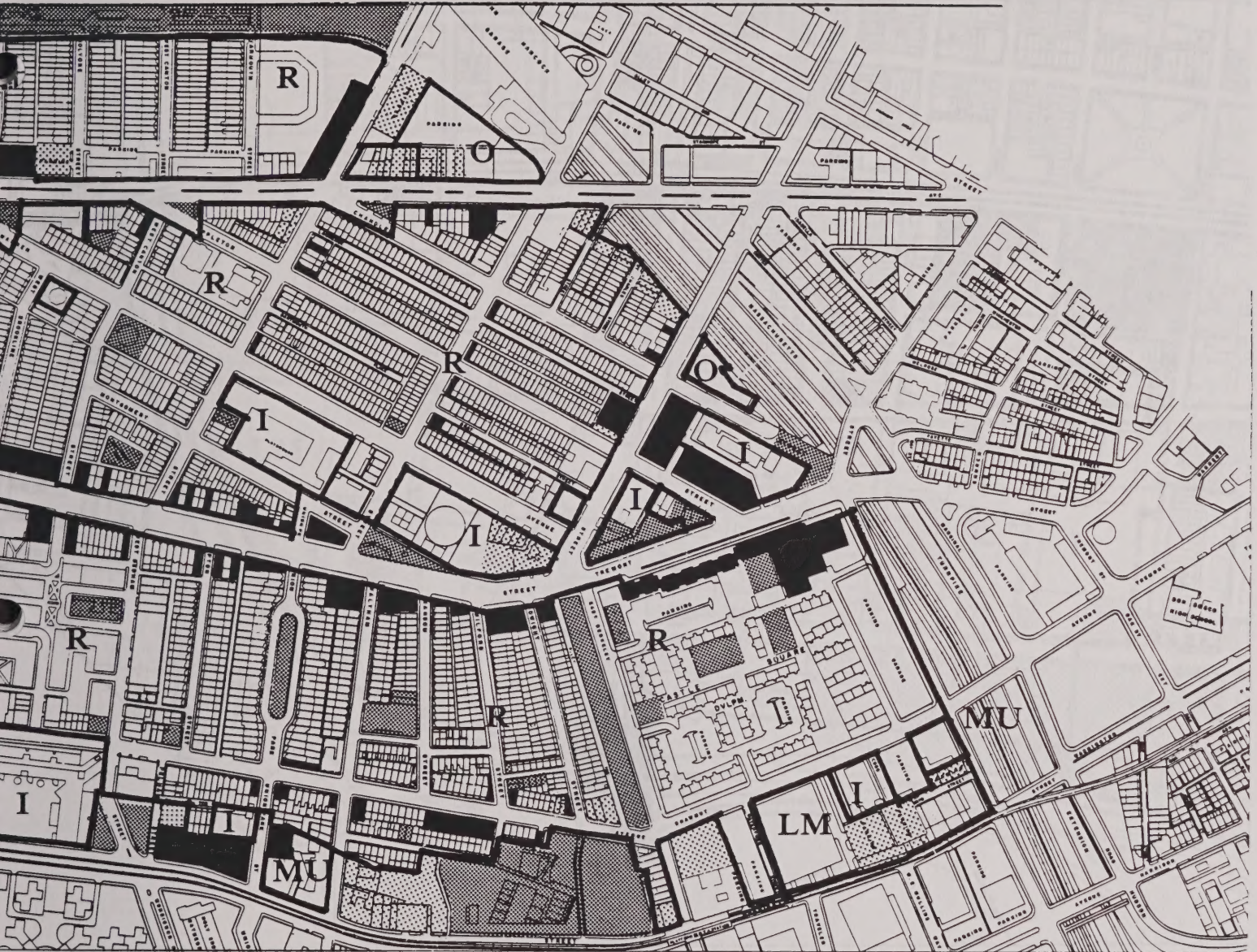


-  Open Space
-  Vacant Land and Buildings (including land used for surface parking for commuters and employees of local businesses)
-  Retail and Street Level Retail with Residential on upper levels
- R** Residential
- I** Institutional
- LM** Light Manufacturing (and related uses)
- MU** Mixed Use (including commercial; light manufacturing and related uses; wholesale; retail and artists loft housing)
- O** Office

FIGURE 2.6

South End/Lower Roxbury
Quadrant 2

EXISTING LAND USE



-  Open Space
-  Vacant Land and Buildings (including land used for surface parking for commuters and employees of local businesses)
-  Retail and Street Level Retail with Residential on upper levels
- R** Residential
- I** Institutional
- LM** Light Manufacturing (and related uses)
- MU** Mixed Use (including commercial; light manufacturing and related uses; wholesale; retail and artists loft housing)
- O** Office

FIGURE 2.6

**South End/Lower Roxbury
Quadrant 3**

EXISTING LAND USE



-  Open Space
-  Vacant Land and Buildings (including land used for surface parking for commuters and employees of local businesses)
-  Retail and Street Level Retail with Residential on upper levels
- R** Residential
- I** Institutional
- LM** Light Manufacturing (and related uses)
- MU** Mixed Use (including commercial; light manufacturing and related uses; wholesale; retail and artists loft housing)
- O** Office

FIGURE 2.6

**South End/Lower Roxbury
Quadrant 4**

EXISTING LAND USE

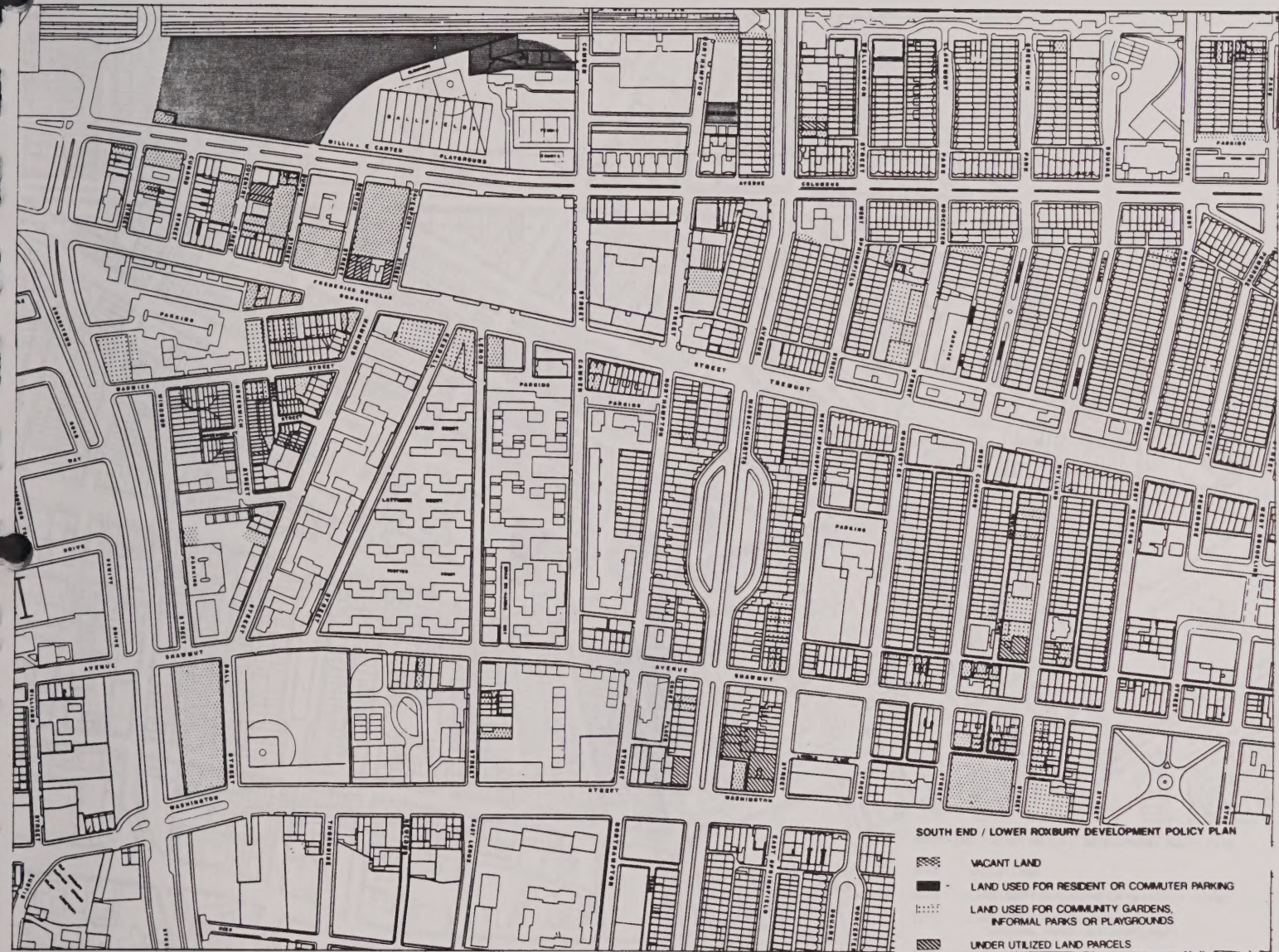


-  Open Space
-  Vacant Land and Buildings (including land used for surface parking for commuters and employees of local businesses)
-  Retail and Street Level Retail with Residential on upper levels
- R** Residential
- I** Institutional
- LM** Light Manufacturing (and related uses)
- MU** Mixed Use (including commercial; light manufacturing and related uses; wholesale; retail and artists loft housing)
- O** Office

FIGURE 2.7

**South End/Lower Roxbury Development Policy Plan
Quadrant 1**

**VACANT AND UNDERUTILIZED LAND IN
THE SOUTH END/LOWER ROXBURY**

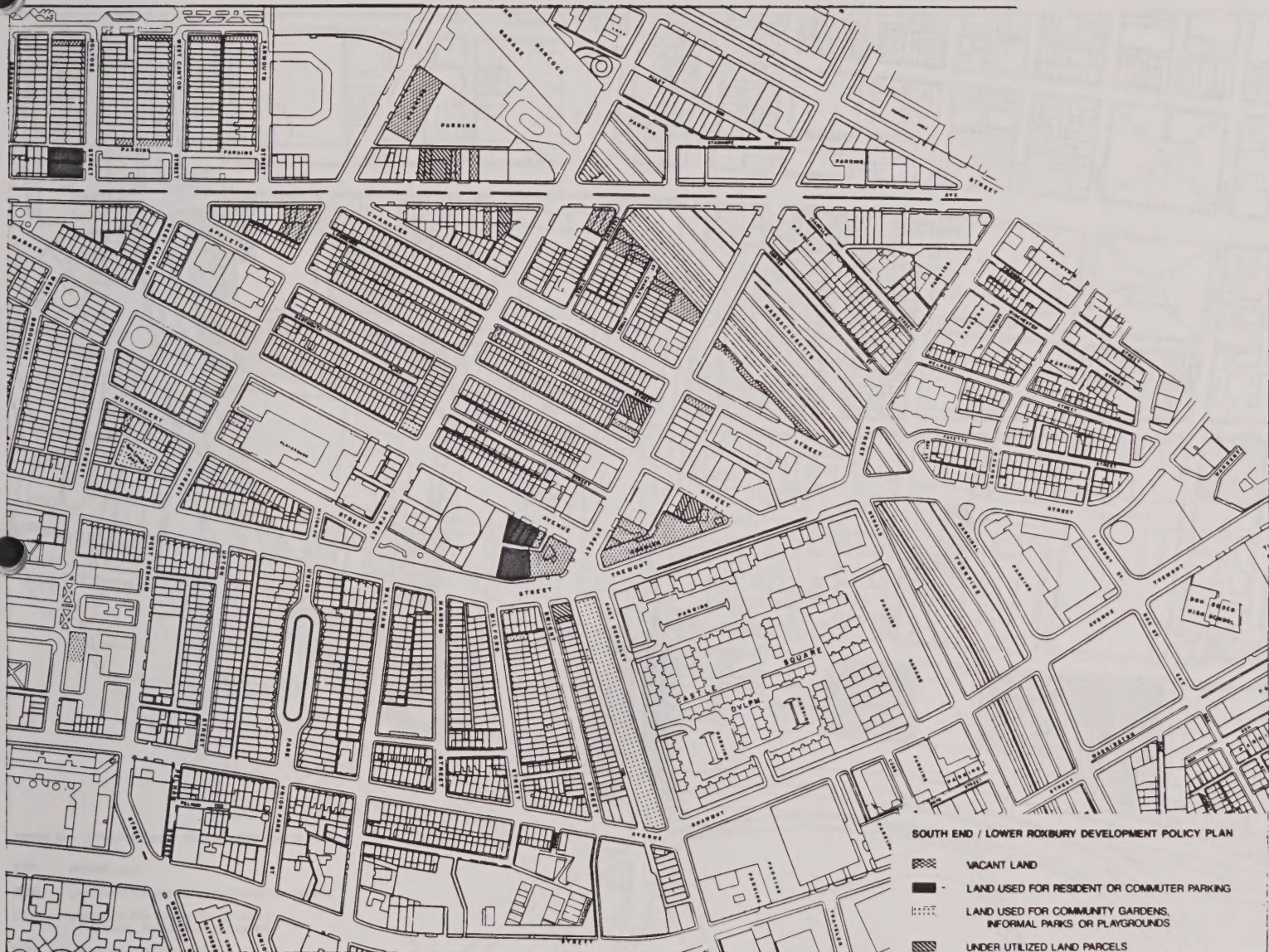


A land parcel is "underutilized" if buildings on the parcel have an assessed value that is less than 50% of the total property value (including both land and buildings). In other words, an underutilized land parcel is not at its "highest and best use" because the parcel is substantially more valuable than buildings and other improvements on the land. An underutilized property can be considered to have greater development potential than the current use is providing.

FIGURE 2.7

**South End/Lower Roxbury Development Policy Plan
Quadrant 2**

**VACANT AND UNDERUTILIZED LAND IN
THE SOUTH END/LOWER ROXBURY**



A land parcel is "underutilized" if buildings on the parcel have an assessed value that is less than 50% of the total property value (including both land and buildings). In other words, an underutilized land parcel is not at its "highest and best use" because the parcel is substantially more valuable than buildings and other improvements on the land. An underutilized property can be considered to have greater development potential than the current use is providing.

FIGURE 2.7

**South End/Lower Roxbury Development Policy Plan
Quadrant 3**

**VACANT AND UNDERUTILIZED LAND IN
THE SOUTH END/LOWER ROXBURY**

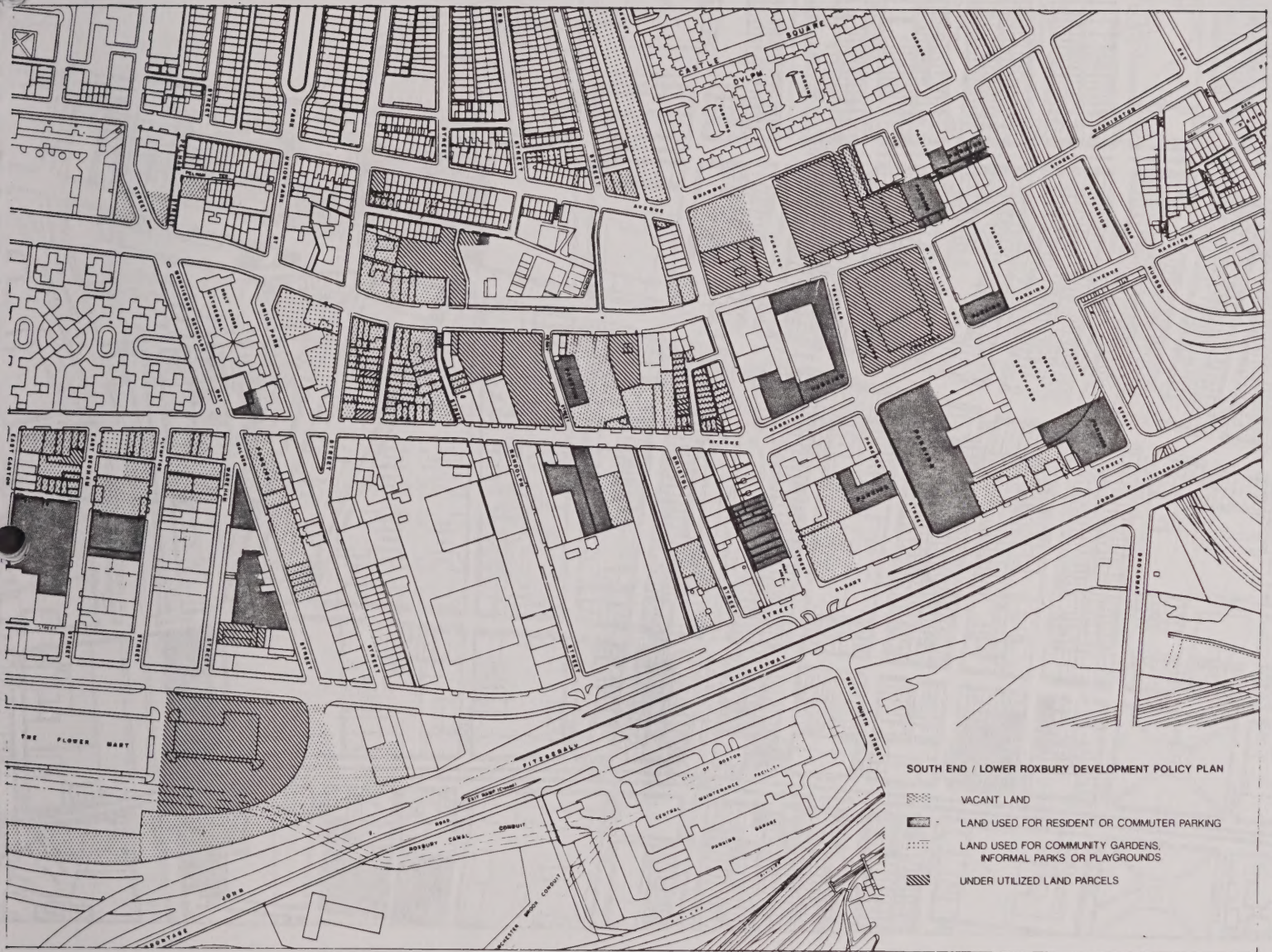


A land parcel is "underutilized" if buildings on the parcel have an assessed value that is less than 50% of the total property value (including both land and buildings). In other words, an underutilized land parcel is not at its "highest and best use" because the parcel is substantially more valuable than buildings and other improvements on the land. An underutilized property can be considered to have greater development potential than the current use is providing.

FIGURE 2.7

**South End/Lower Roxbury Development Policy Plan
Quadrant 4**

**VACANT AND UNDERUTILIZED LAND IN
THE SOUTH END/LOWER ROXBURY**

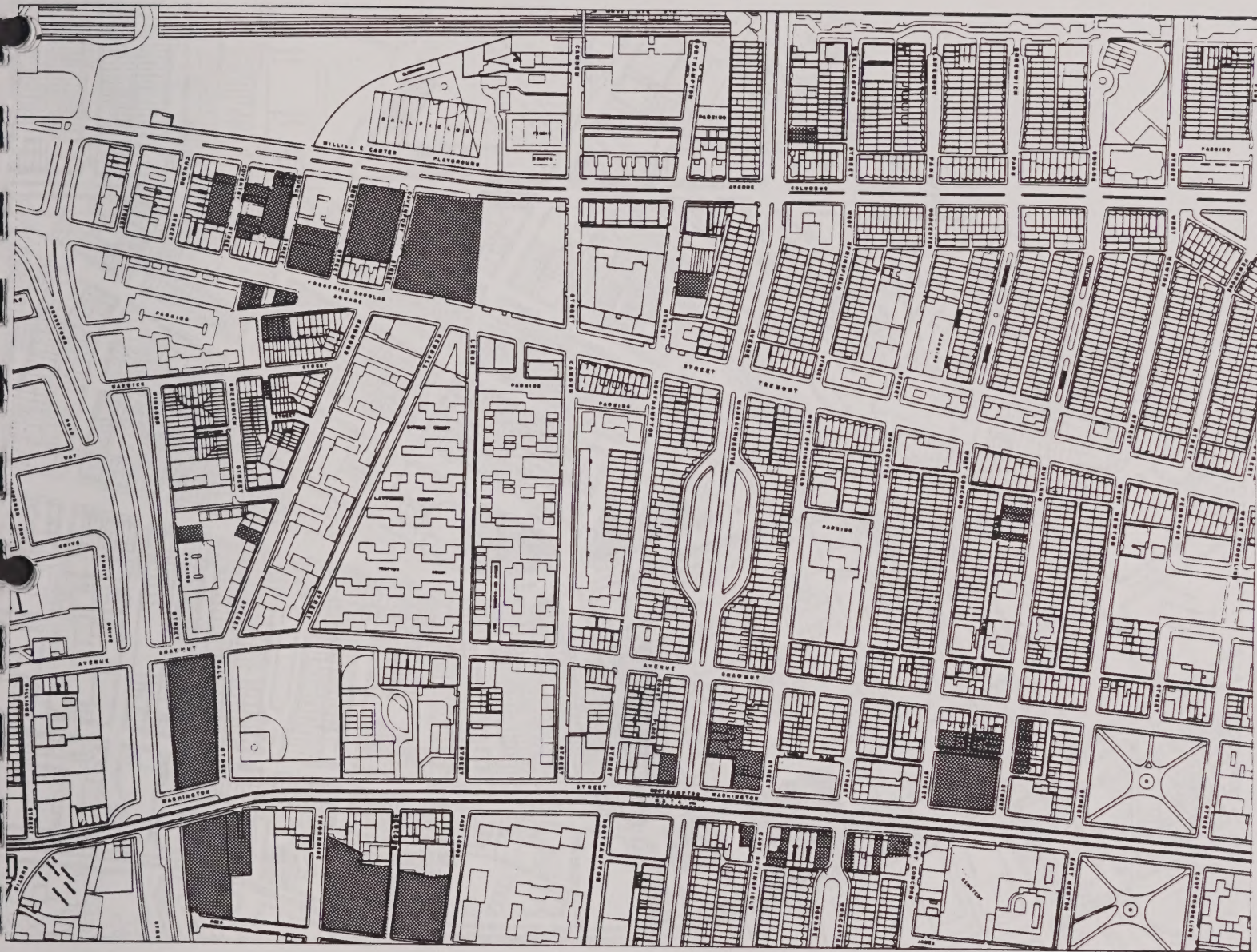


A land parcel is "underutilized" if buildings on the parcel have an assessed value that is less than 50% of the total property value (including both land and buildings). In other words, an underutilized land parcel is not at its "highest and best use" because the parcel is substantially more valuable than buildings and other improvements on the land. An underutilized property can be considered to have greater development potential than the current use is providing.

FIGURE 2.8

South End/Lower Roxbury Development Policy Plan
Quadrant 1

DEVELOPMENT POTENTIAL



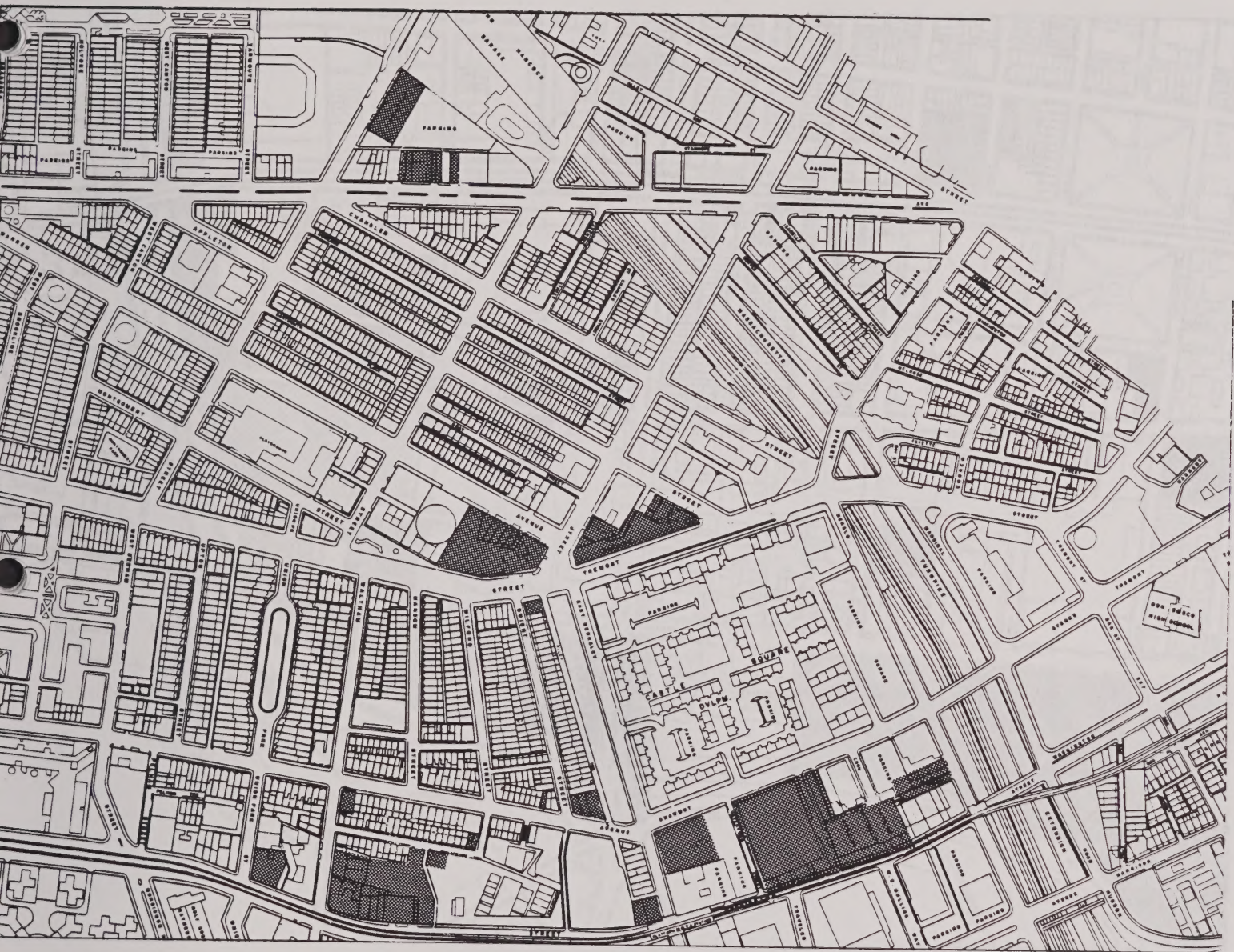
- Land or buildings with development potential which includes the following:
- vacant land and buildings
 - underutilized land and buildings
 - large parcels used for commuter, employee and customer surface parking (which could be used for future business expansion).

▨ Large parcels which will have development potential if parcel owners choose to relocate in the future.

FIGURE 2.8

**South End/Lower Roxbury Development Policy Plan
Quadrant 2**

DEVELOPMENT POTENTIAL



■ Land or buildings with development potential which includes the following:

- vacant land and buildings
- underutilized land and buildings
- large parcels used for commuter, employee and customer surface parking (which could be used for future business expansion).

▨ Large parcels which will have development potential if parcel owners choose to relocate in the future.

FIGURE 2.8

**South End/Lower Roxbury Development Policy Plan
Quadrant 3**

DEVELOPMENT POTENTIAL



Land or buildings with development potential which includes the following:

- vacant land and buildings
- underutilized land and buildings
- large parcels used for commuter, employee and customer surface parking (which could be used for future business expansion).

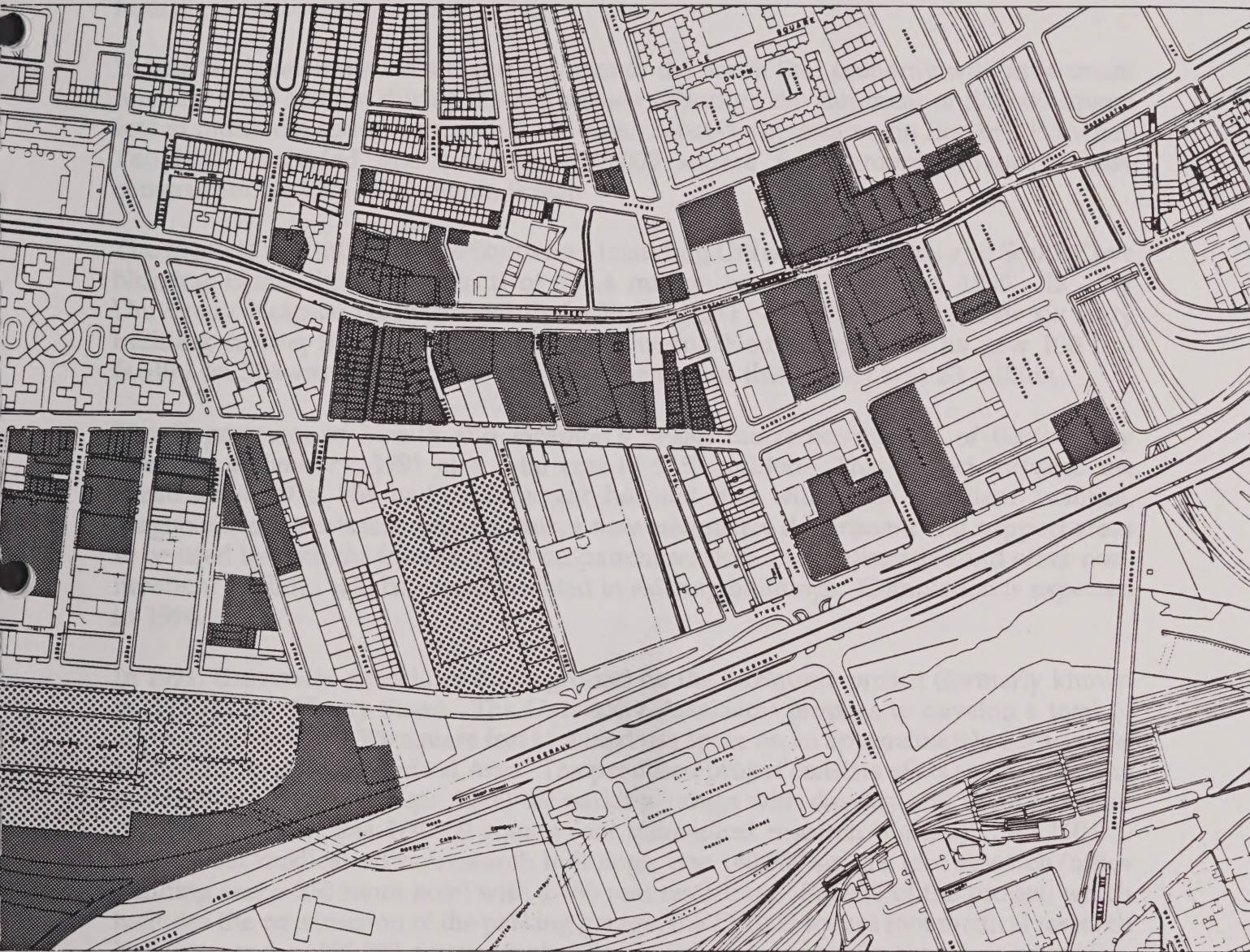


Large parcels which will have development potential if parcel owners choose to relocate in the future.

FIGURE 2.8

**South End/Lower Roxbury Development Policy Plan
Quadrant 4**

DEVELOPMENT POTENTIAL



 Land or buildings with development potential which includes the following:

- vacant land and buildings
- underutilized land and buildings
- large parcels used for commuter, employee and customer surface parking (which could be used for future business expansion).

 Large parcels which will have development potential if parcel owners choose to relocate in the future.

2.5 Recent Development

Recently completed development in the South End/Lower Roxbury area have consisted of several major undertakings including new industrial, institutional expansion and new housing development.

Industrial development is a major segment of the South End economy with investment totalling \$49.5 million during the last decade including development of 521,800 square feet of industrial space, supporting 496 jobs. Most of these came on line in 1983 when Teradyne expanded and produced 323,000 square feet through adaptive reuse construction at 1000 Washington Street.

The medical institutions of the South End including University Hospital and South Cove Nursing Home, invested a total of \$38.4 million between 1980 and 1990. In 1987 University Hospital reconstructed its facility on East New Street with a new six story building costing \$35.4. The South Cove Nursing Home completed its new 100 bed facility on Shawmut Avenue in 1985, and the cost of this project was \$3 million.

The Department of Health and Hospital's began the reconstruction of Boston City Hospital in January, 1991 at a total cost of \$153 million. This project includes the construction of a 356 bed replacement hospital that will house inpatient facilities, diagnostic and treatment departments, a new emergency department and support areas to be used by both the inpatient and outpatient services. Administrative and other non-inpatient facilities will be accommodated in existing buildings. Completion is expected in 1994.

In 1991, University Associates broke ground on the BioSquare project (formerly known as SETSA) on Albany Street. The University Associates propose to develop a total of approximately 1,177,300 square feet of mixed use space on an approximately 8.5 acre site within the South End Medical Area. The proposed project consists of six structures. The building program includes: 1,000 car parking garage with daycare and retail space on the ground level; one 180,000 square foot biomedical research building; two 160,000 square foot medical office/research buildings; one 140,500 square foot research/office building and a 250 room hotel with a 180 seat restaurant. Phase I of the project, which includes the construction of the parking garage, the 180,000 square foot medical research building, and a 160,000 square foot office building is currently under construction. Construction of Phase II is expected to occur between 1996 and Year 2000, phased to respond to the growing needs of Boston University Medical Center. The second garage at 600 Street Albany Street would be built within the Phase II timeframe. (Figure 2.9) The BioSquare development is significant for both the City and the South End/Lower Roxbury because it is one of the first major biomedical centers under construction in Boston. The future BioSquare will be an important source of new jobs for South End/Lower Roxbury residents, particularly when added to the 7500 jobs provide by the Boston University Medical Center.

The UDC non-profit development corporation completed the Massachusetts Square project in 1989, providing 25,000 square feet of affordable office and retail space for small and minority-owned businesses, and not-for-profit organizations unable to lease expensive office and retail space in downtown locations. This project has served as catalyst in generating neighborhood economic development by attracting a range of businesses that provide over 100 permanent jobs.

Under the South End Neighborhood Housing Initiative, 307 units of housing on six sites with an investment of over \$50 million reclaiming over 150,000 square feet of vacant land and building have been completed.

City of Boston and BRA funds have been made available to support these new housing developments. In all, \$21.6 million in public funds were used in financing the projects and in carrying out various public improvements adjacent to the developments. The Neighborhood Housing Trust contributed \$6.5 million in linkage funds. In addition, \$6.5 million was provided by the City of Boston, of which, \$5.2 million in loans were from Community Development Block Grant (CDBG) monies. Additional public support of \$8.6 million was provided from Boston Redevelopment Authority resources in the form of grants, loans, and real estate contributions. State participation through the Massachusetts Housing and Finance Agency provided construction financing totalling \$24.3 million. Private financing through local banks provided an additional \$7.1 million. Additional equity for the cooperative and rental developments was raised through the sale of tax credits to several boston banks and institutions. (Figure 2.10)

Other residential developments, both new construction and historic adaptive re-use, built since 1980 include the following:

- Tent City, a 269-unit mixed-income housing development that has received several architectural awards.
- Waterford Place, a 40-unit mixed-income housing development built by the Chinese Consolidated Benevolent Association.
- McDonald's Warehouse, a 26-unit housing renovation developed by Old Boston Restoration.
- City Lights, a unique building renovation that includes dance studios and 8 condo units on the upper floors.
- BAC/YOU, a 33-unit single room occupancy (SRO) renovation developed and managed by Boston Aging Concern, a non-profit organization.

- Two Clarendon Street and the adjacent Clarendon Square development, two market rate housing projects built in a renovated church and fire house by Renaissance Properties.
- Harrison Court, a 130-unit housing development built in the renovated Old Boston College High School on Harrison Avenue.

Other recent development of significance includes the on-going rehabilitation of the Boston Center for the Arts and the construction of the 60,000 square foot Boston Ballet Company Building, designed by the renowned architect, Graham Gund, which is home to the Ballet's Center for Dance Education.

The growth potential of the Harrison Avenue - Albany Street corridor is demonstrated by the recent development of the South End Design Center. Comprising 200,000 square feet, the center is a mixed-use development, built in a renovated historic industrial building which includes a broad range of tenants: a high grade electronic component manufacturer, an architectural firm, a prestigious manuscript dealer, furniture design studios, art galleries, photography studios, a dance studio, a day care center, a gym and a cafe. The vibrant mix of uses in the South End Design Center is indicative of the emerging trends in this neighborhood. Although Stride Rite and Digital have recently announced the closing and relocation of their manufacturing plants in the South End/Lower Roxbury, these facilities, when vacated, and adjacent parcels will represent long-term development opportunities for businesses, given the future access to the new Central Artery, the Massachusetts Avenue Connector and the Third Harbor Tunnel to Logan International Airport.

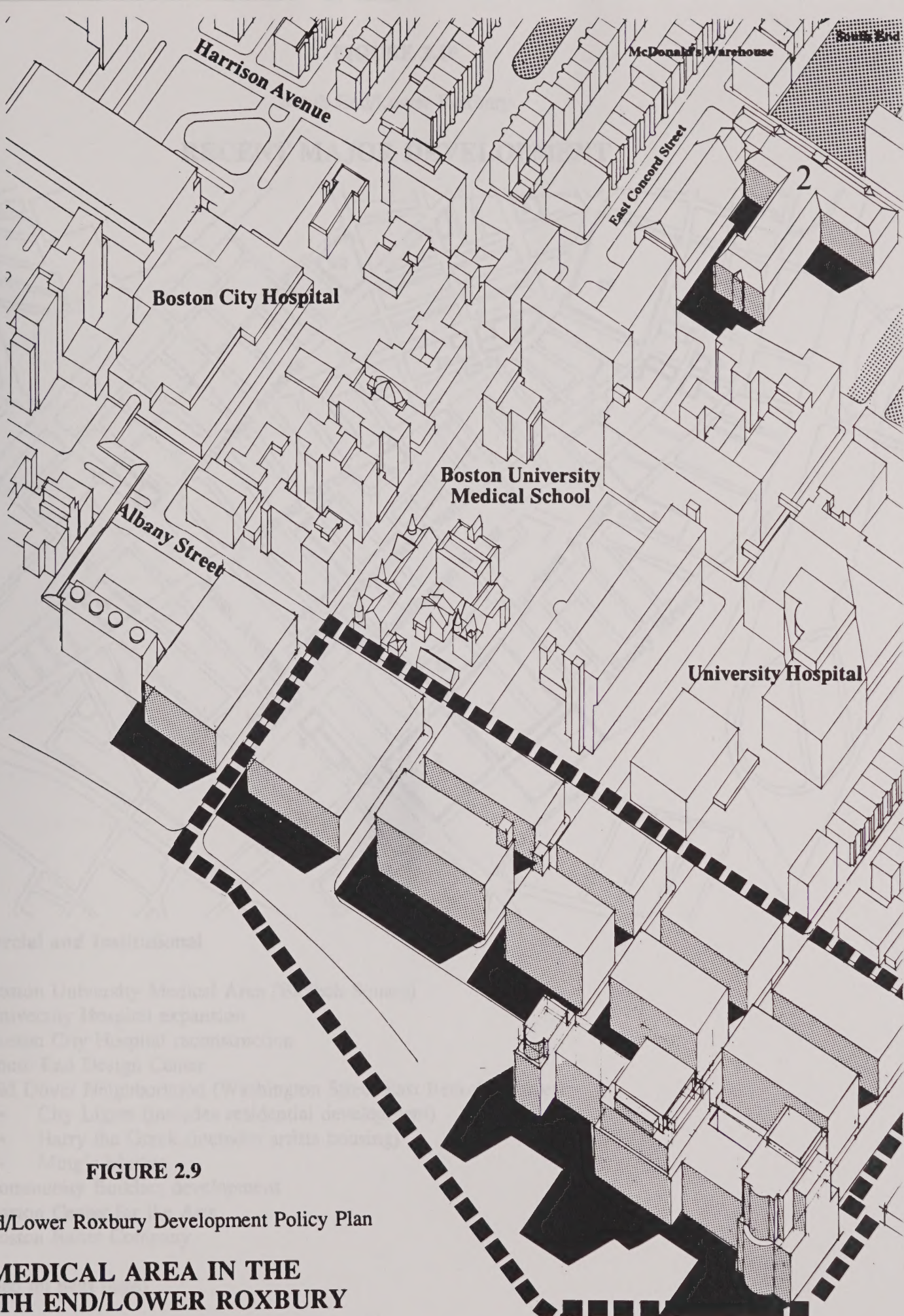


FIGURE 2.9

South End/Lower Roxbury Development Policy Plan

MEDICAL AREA IN THE SOUTH END/LOWER ROXBURY

Boston City Hospital and the new Boston University Medical Area development illustrating a potential build out which conforms to the urban design guidelines set forth in the Development Policy Plan.

FIGURE 2.10

South End/Lower Roxbury

RECENT MAJOR DEVELOPMENT



Commercial and Institutional

1. Boston University Medical Area (Biotech Square)
2. University Hospital expansion
3. Boston City Hospital reconstruction
4. South End Design Center
5. Old Dover Neighborhood (Washington Street-East Berkeley Street):
 - City Lights (includes residential development)
 - Harry the Greek (includes artists housing)
 - Ming's Market
6. Community Builders development
7. Boston Center for the Arts
8. Boston Ballet Company

(continued on next page)

KEY TO FIGURE 2.10 CONTINUED

RECENT MAJOR DEVELOPMENT

South End Neighborhood Housing Initiative

9. Parmelee Court
10. Roxbury Corners
11. Langham Court
12. Taino Tower
13. Marc Tyler Condominiums

Other Residential

14. Douglass Park
15. Tenants Development Corporation
16. Two Clarendon Street/Clarendon-Warren Street
17. 75 Clarendon Street
18. Harrison Court
19. Castle Square Redevelopment
20. Waterford Place
21. St. Cloud
22. Tent City

Office/Retail

23. Massachusetts Square

3. SOCIAL AND ECONOMIC PROFILE

3.1 OVERVIEW

The social and economic profile of the South End/Lower Roxbury is based on a comparative analysis of the 1980 and 1990 U.S. Census. The characteristics identified in this profile form a "snap shot" of this district in 1990 and suggest some continuing or emerging trends. The strategies for achieving the vision presented in the South End/Lower Roxbury Development Policy Plan are, in part, a response to some of these social and economic trends.

Some of the major trends that emerge from this analysis are as follows:

- The South End/Lower Roxbury has experienced steady population growth since 1970 in contrast to many other districts of the City of Boston during the same period.
- The South End/Lower Roxbury is home to a socially, racially, and economically diverse population. Diversity is a quality that Working Group members and other residents, at the beginning of the planning process, said they valued highly, and felt should be fostered in the future of the South End/Lower Roxbury.
- The South End/Lower Roxbury continues to be home to a wide range of viable businesses and other commercial enterprises forming a stable economic base and source of jobs in the future.

There are other emerging trends that are of serious concern to the Working Group:

- Fewer households in the South End/Lower Roxbury have children as compared to the City of Boston. The school age population in the district has decreased since 1980 although, in contrast, the below-school age population has increased during the same period. The perceived decline in the number of children in the South End/Lower Roxbury seriously concerns Working Group members because they believe that the vitality and high quality of life of their neighborhoods depends on the having people of all ages, particularly children, as neighbors. Members felt that this decline - which the 1990 Census substantiates - threatens the future vitality of South End/Lower Roxbury neighborhoods. The fact that the 1990 Census shows a contrasting increase in below-school age children in the South End/Lower Roxbury suggests that a future planning and policy challenge will be to create incentives for families with young children to choose to stay in South End/Lower Roxbury as their children approach school age.

- A very small percentage of households (8 percent) in the South End/Lower Roxbury are traditional two-parent families with children, particularly when compared to the City of Boston. While this trend reflects a national social trend, it is far more accentuated in the South End/Lower Roxbury.
- The South End/Lower Roxbury has proportionally fewer middle income households than the City of Boston. Conversely, the South End/Lower Roxbury has relatively more low-income, as well as high-income households than the City of Boston. Working Group members were concerned that the absence of moderate income families in the future will undermine the balanced economic diversity that has been an important part of the appeal and vibrancy of neighborhoods in the South End/Lower Roxbury.
- Low and moderate income families together represent about two-thirds of all families in the South End/Lower Roxbury. This proportion has shown no change since the 1980 Census. Almost half (45 percent) of all families in the South End/Lower Roxbury are classified as low income by the U.S. Census. A major policy challenge will be to find the means by which the current members of low-income families and their children can climb the socio-economic ladder and be included among the future middle-class families of the South End/Lower Roxbury as their children approach adulthood. A greater challenge is to create a land development policy which, to the extent possible, reflects this strategy, and lays the groundwork for liveable neighborhoods in the South End/Lower Roxbury in which the new middle class chooses to settle.

The following analysis explains and elaborates on trends and characteristics as well as other important trends by referring to the tables included in Appendix 3 "Social and Economic Profile - 1990 U.S. Census Tables". The glossary at the end of this chapter defines basic terms in order to better understand the following analysis.

3.2 POPULATION CHANGE

The South End/Lower Roxbury has experienced steady population growth since 1970 in contrast to many other districts of the City of Boston during the same period. (Figures 1-3)

The 1990 population of the South End/Lower Roxbury is almost 30,000 (Table P-1, Appendix 3), indicating a population increase of 6.5 percent since 1980 (Table P-2, Appendix 3). After an extensive period of decline, the population of the South End and Lower Roxbury began to increase after 1970. Population decline between 1950 and 1970 a period during which the South End/Lower Roxbury lost over half of its population - can be attributed to the combined impact of suburbanization and relocation due to urban renewal. From 1970-1990, the population of the South End/Lower Roxbury District increased 26.8 percent, while the total population of the City of Boston decreased 11.6 percent during this same period. Similarly, the population of several other districts within the City declined during 1970-90, while the South End/Lower Roxbury enjoyed population growth.

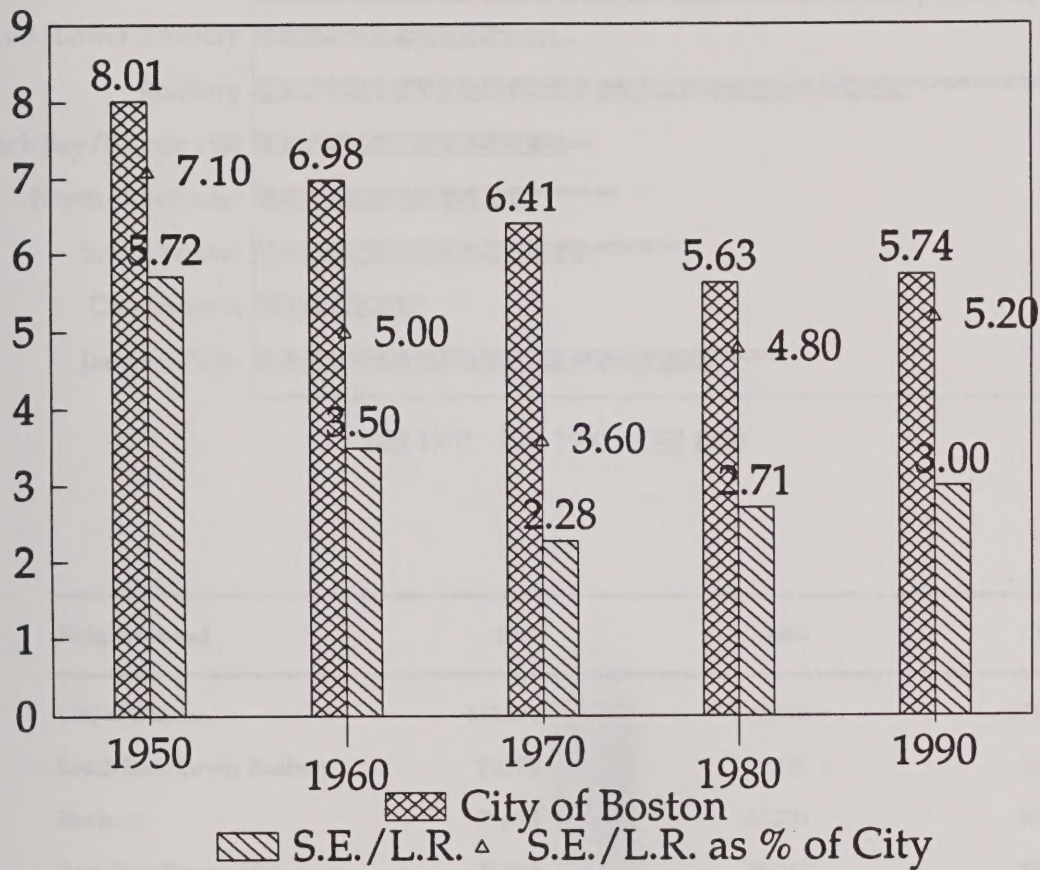


City of Boston is 100,000
S.E./L.R. is 10,000

	1950	1960	1970	1980	1990
City of Boston	207,444	191,320	184,071	162,994	157,229
S.E./L.R.	57,218	34,004	22,753	27,125	29,091
S.E./L.R. as % of City	27.6%	17.8%	12.3%	16.6%	18.5%

FIGURE 1

Population Changes



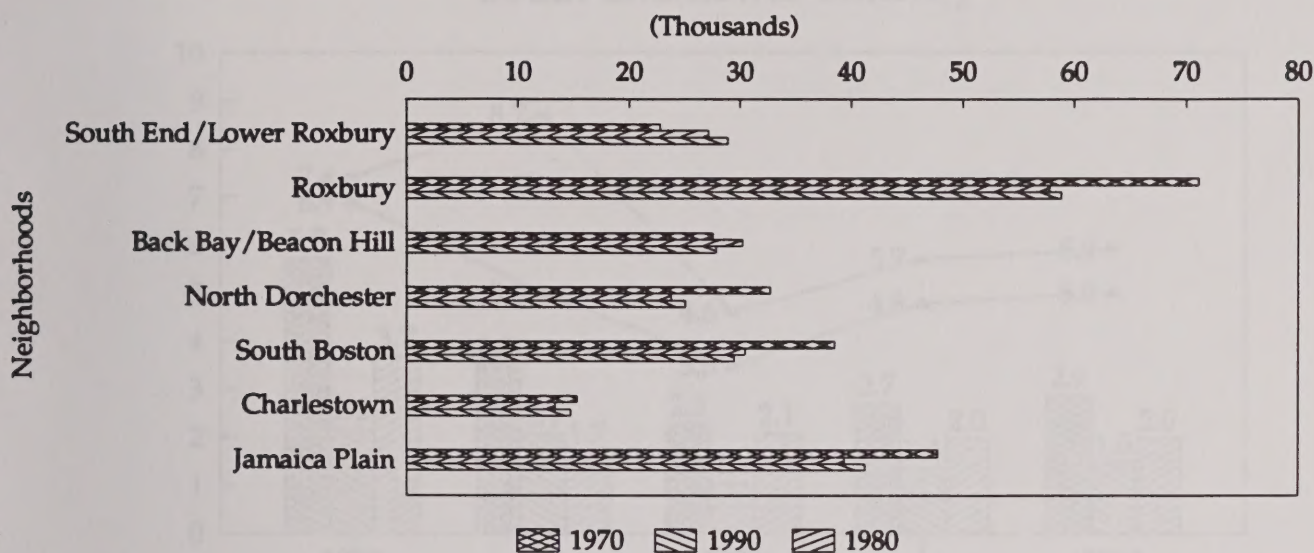
City of Boston in 100,000
 S.E./L.R. in 10,000

	1950	1960	1970	1980	1990
City of Boston	801,444	698,081	641,071	562,994	574,283
S.E./L.R.	57,218	34,956	22,775	27,125	29,951
S.E./L.R. as % of City	7.1%	5.0%	3.6%	4.8%	5.2%

Source: U.S. Census, BRA Reports.

FIGURE 2

Neighborhood Population Changes

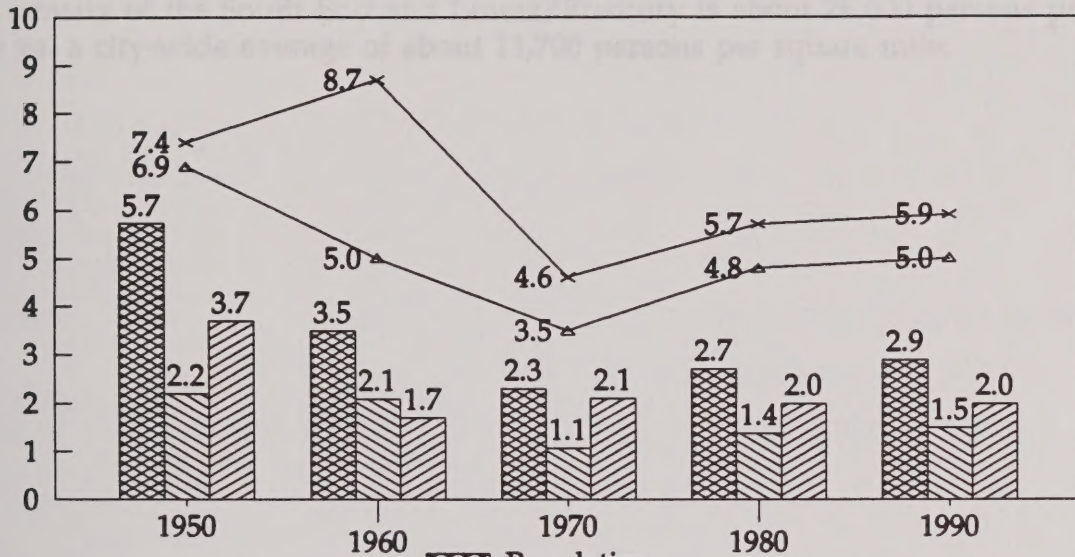


Neighborhood	1970	1980	1990
City of Boston	641,071	562,994	574,283
South End/Lower Roxbury	22,775	27,125	28,891
Roxbury	71,095	57,792	58,795
Back Bay/Beacon Hill	27,538	30,212	27,854
North Dorchester	32,665	23,789	25,060
South Boston	38,488	30,396	29,467
Charlestown	15,353	13,364	14,718
Jamaica Plain	47,767	39,331	41,193

Source: BRA Reports.

FIGURE 3

**Population and Housing
South End/Lower Roxbury**



Housing Units
 Persons/Unit
 Population
 Population as % of City
 Housing as % of City

Population and Housing in Units of 10,000

Source: U.S. Census, BRA Reports.

The South End/Lower Roxbury has an extremely high population density as compared to the average density in City of Boston. (Figures 4-6)

The population density (per square mile) is substantially greater than the city-wide average (almost two and one half times greater than the City of Boston average density). The density of the South End and Lower/Roxbury is about 28,000 persons per square mile vs. a city-wide average of about 11,700 persons per square mile.

Neighborhood	Population Density (persons per square mile)
East Boston	12,441
Charlestown	14,711
South Boston	28,000
Central Downtown	21,400
Rose Hill/Roxbury Hill	27,400
South End/Lower Roxbury	28,000
Financial District	24,000
Allston/Brighton	10,200
Longwood/Harvard	40,100
Roxbury	18,173
North Dorchester	11,400
South Dorchester	11,600
Mattapan	11,400
Roslindale	11,400
West Roxbury	14,700
Hyde Park	11,400

FIGURE 4

**Population
1990**

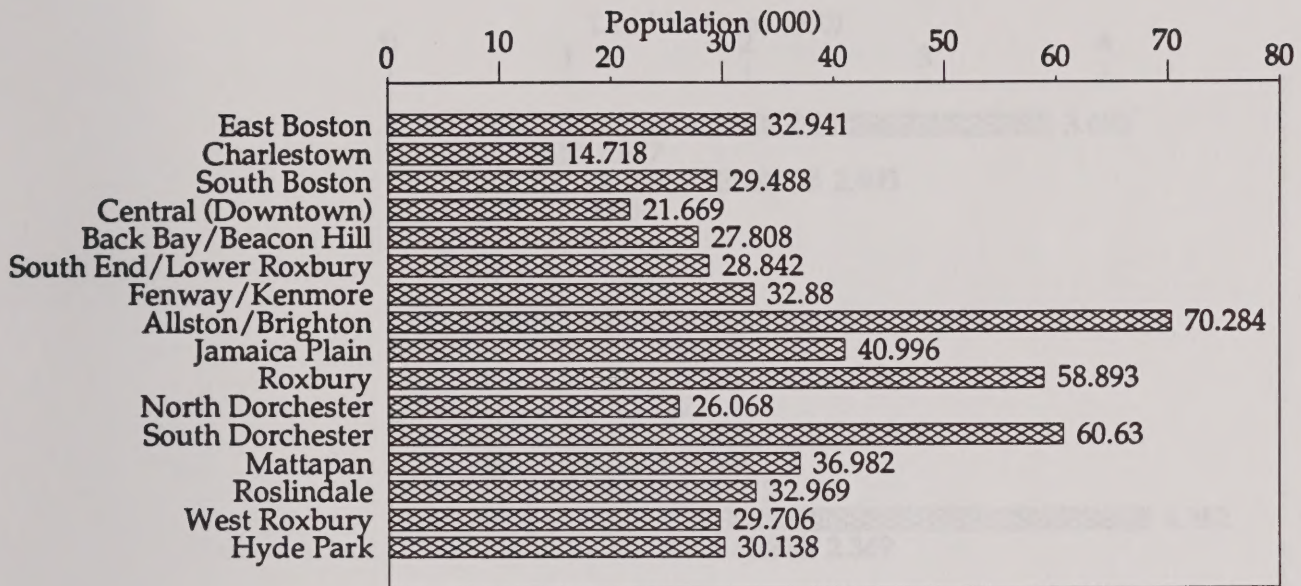


FIGURE 5

Land Area
1990

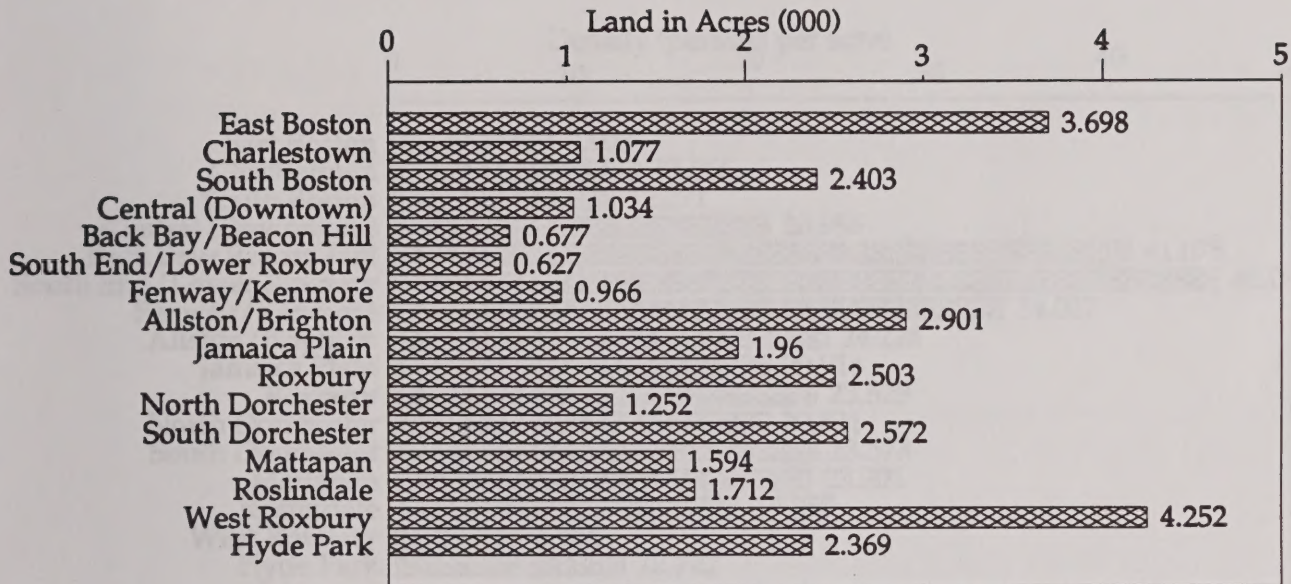
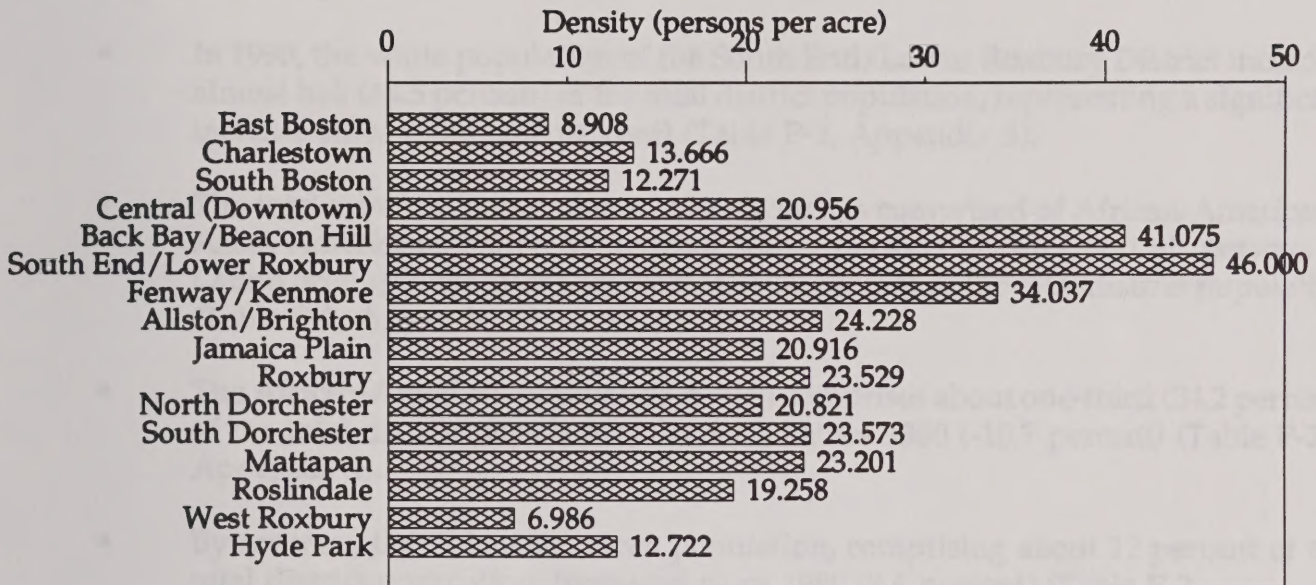


FIGURE 6

**Gross Residential Density
1990**



3.3 POPULATION COMPOSITION

Racial and Ethnic Composition

The South End/Lower Roxbury has a socially, racially and economically diverse population. (Figures 7-9)

- In 1990, the white population of the South End/Lower Roxbury District included almost half (44.5 percent) of the total district population, representing a significant increase since 1980 (20.7 percent) (Table P-2, Appendix 3).
- The total minority population in 1990 (which is comprised of African-Americans, Asian-Americans, Native Americans, other persons of color and all persons of Latino origin) constitutes approximately 60 percent of the total district population (Table P-2, Appendix 3).
- The African-American population, which comprises about one-third (34.2 percent) of the total district population, decreased since 1980 (-10.7 percent) (Table P-2, Appendix 3).
- By contrast, the Asian-American population, comprising about 12 percent of the total district population, increased since 1980 (9.6 percent) (Table P-2, Appendix 3).
- The population of South End/Lower Roxbury residents of Latino origin ¹, which comprises 16 percent of the total district population, increased by almost 35 percent since 1980 when it represented 12 percent of the district population (Figure 8) (Table P-2, Appendix 3).
- There was an almost negligible, decrease in the minority population since 1980 (-0.4 percent). Reflecting the district's racial and ethnic diversity, the South End/Lower Roxbury has a larger combined minority population than the City of Boston average (Table P-2, Appendix 3). Despite varying rates of increase or decrease within each racial and ethnic groups, the South End/Lower Roxbury

¹ This social and economic profile uses the term "Latino" to identify all persons who described themselves in the 1990 U.S. Census as being of "Hispanic origin." According to the U.S. Census, persons of Hispanic origin are those who are Mexican, Puerto Rican, Cuban or other Spanish/Spanish origin. Origin can be viewed as the ancestry, nationality group, lineage, or country of birth of the person or the person's parents or ancestors before their arrival in the United States. Persons of Hispanic origin may be of any race. The U.S. Census Bureau identifies "Hispanic origin" as an ethnicity distinct from race.

continues to have a diverse population.

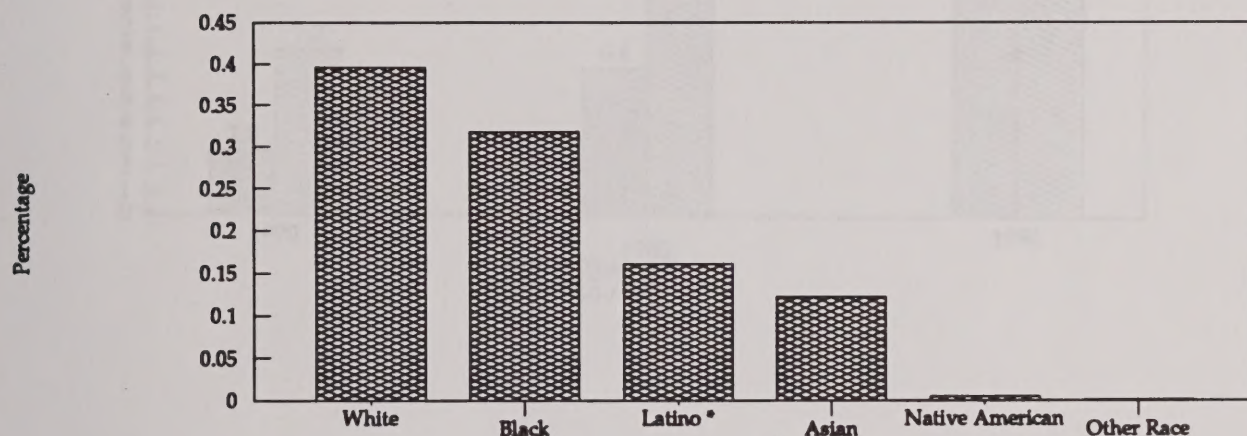
- Reflecting the economic diversity of the South End/Lower Roxbury, households of all income levels are represented in the district, although middle income families tend to be under represented in comparison to the entire City of Boston (as discussed below).

The Latino population increased consistently among all age groups since 1980 in contrast with the non-Latino population in which growth varied according to age group.

- The Latino population increased substantially in all age groups since 1980 with the exception of the school age population (15-17) which was nearly unchanged during the 1980-90 decade. The below school age Latino population increased by almost one-third since 1980, the adult population (18-64) increased by almost 50 percent during the decade, and the elderly Latino population doubled.

FIGURE 7

1990 Population by Race and Ethnic Composition



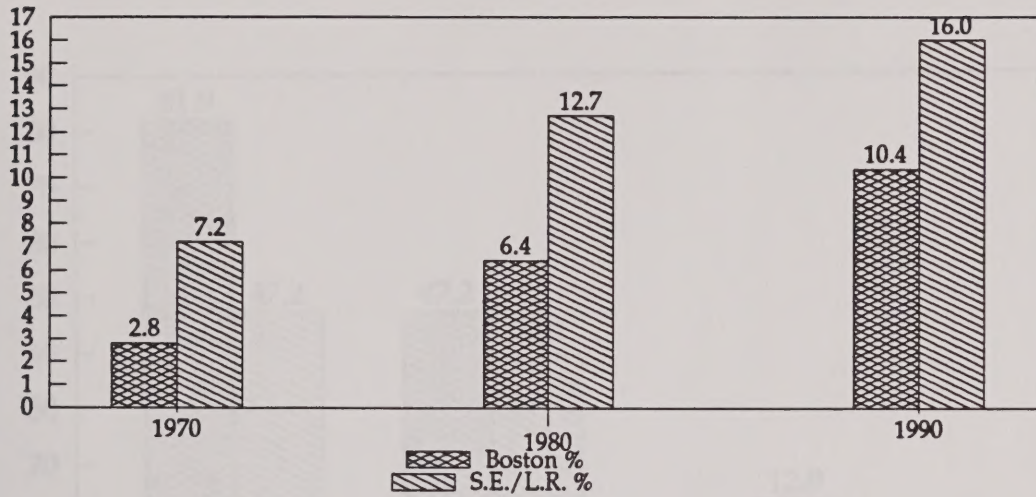
White	11,397	39.5%
Black	9,163	31.7%
Latino*	4,634	16.0%
Asian	3,528	12.2%
Native American	136	.5%
Other Race	14	.05%
	<u>28,872</u>	<u>99.95%</u>

Source: U.S. Census

* This social and economic profile uses the term "Latino" to describe all South End/Lower Roxbury residents who identify themselves as being of "Hispanic origin" in the 1990 U.S. Census.

FIGURE 8

Latino Population *
1970 - 1990



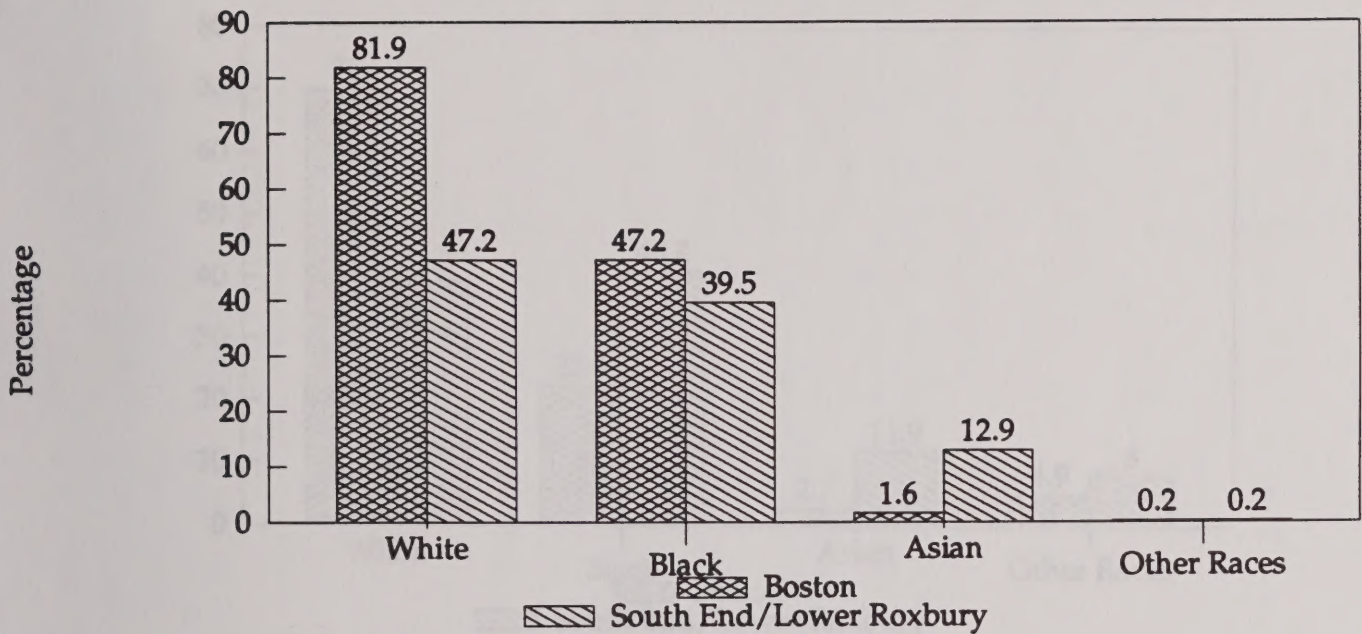
Year	Boston %	S.E./L.R. %
1970	2.8	7.2
1980	6.4	12.7
1990	10.4	16.0

Source: BRA, a) South End Planning District, b) Diversity and Change in Boston's Neighborhoods.

* Figure 8 uses the term "Latino" to identify all persons who described themselves in the 1990 U.S. Census as being of "Hispanic origin." According to the U.S. Census, persons of Hispanic origin are those who are Mexican, Puerto Rican, Cuban or other Spanish/Spanish origin. Origin can be viewed as the ancestry, nationality group, lineage or country of birth of the person or the person's parents or ancestors before their arrival in the United States. Persons of Hispanic origin may be of any race. The U.S. Census Bureau identifies "Hispanic origin" as an ethnicity distinct from race.

FIGURE 9a

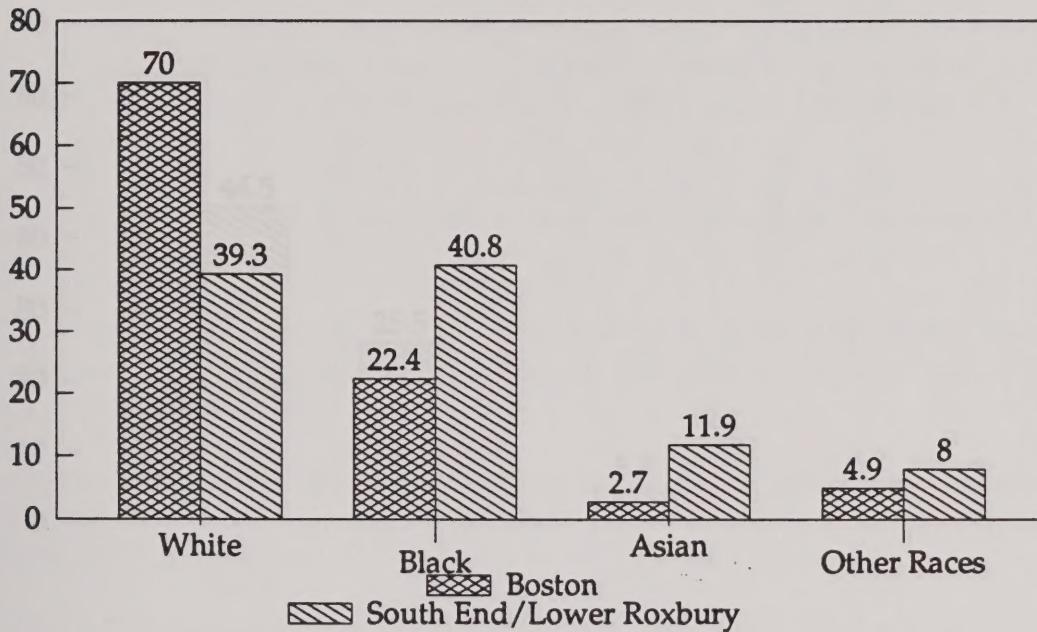
Population by Race *
1970



* The South End/Lower Roxbury has a significant Latino population, comprising 16% of the total district population in 1990. This profile uses the term "Latino" to identify all persons who described themselves in the 1990 U.S. Census as being of "Hispanic origin." According to the U.S. Census classification system, persons of Hispanic origin may be of any of the races indicated in Figures 9a - c. The U.S. Census Bureau identifies "Hispanic origin" as an ethnicity distinct from race. Figure 8 describes in detail the growth of the Latino population in the South End/Lower Roxbury and Boston between 1970 and 1990.

FIGURE 9b

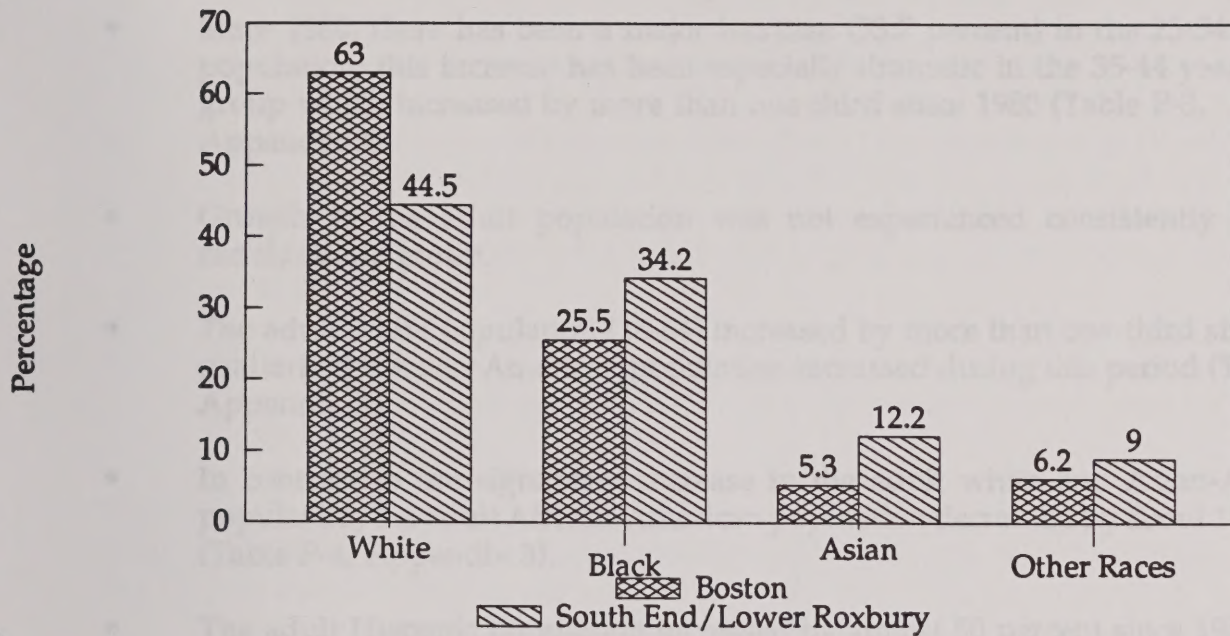
Population by Race *
1980



* The South End/Lower Roxbury has a significant Latino population, comprising 16% of the total district population in 1990. This profile uses the term "Latino" to identify all persons who described themselves in the 1990 U.S. Census as being of "Hispanic origin." According to the U.S. Census classification system, persons of Hispanic origin may be of any of the races indicated in Figures 9a - c. The U.S. Census Bureau identifies "Hispanic origin" as an ethnicity distinct from race. Figure 8 describes in detail the growth of the Latino population in the South End/Lower Roxbury and Boston between 1970 and 1990.

FIGURE 9c

Population by Race *
1990



* The South End/Lower Roxbury has a significant Latino population, comprising 16% of the total district population in 1990. This profile uses the term "Latino" to identify all persons who described themselves in the 1990 U.S. Census as being of "Hispanic origin." According to the U.S. Census classification system, persons of Hispanic origin may be of any of the races indicated in Figures 9a - c. The U.S. Census Bureau identifies "Hispanic origin" as an ethnicity distinct from race. Figure 8 describes in detail the growth of the Latino population in the South End/Lower Roxbury and Boston between 1970 and 1990.

Age Composition

Since 1980, there has been a major increase in the adult population in the South End/Lower Roxbury, which constitutes a larger proportion of the total district population as compared with the City of Boston. (Figure 10)

- Since 1980, there has been a major increase (53.7 percent) in the 25-54 year old population; this increase has been especially dramatic in the 35-44 year old age group which increased by more than one-third since 1980 (Table P-3, Appendix 3).
- Growth in the adult population was not experienced consistently for each racial/ethnic group.
- The adult white population (18-64) increased by more than one-third since 1980; similarly the Asian-American population increased during this period (Table P-4, Appendix 3).
- In contrast to the significant increase in the adult white and Asian-American population, the adult African-American population decreased by about 10 percent (Table P-4, Appendix 3).
- The adult Hispanic population increased by almost 50 percent since 1980 (Table P-4, Appendix 3).

The school age population in the South End/Lower Roxbury has decreased since 1980, while the below-school age population has increased during the same period. (Figure 10)

- There was a noticeable increase (almost 20 percent) in the number of children aged 4 and under (below school age) since 1980. However, in 1990 the population of children under 4 years still remained below the City of Boston average (Table P-3, Appendix 3).
- In stark contrast there was an almost 20 percent decrease in the population of younger residents between the ages of 5 and 14 since 1980 (Table P-3 and Figure.) There was almost no change in the size of the teenage and young adult population (15-24) since 1980 (Table P-3, Appendix 3).
- The rates of increase and decrease for these age groups varied within each race and ethnic category. Most noticeable was the consistent increase of Hispanic children and young adults in the South End/Lower Roxbury since 1980 (Table P-4, Appendix 3).

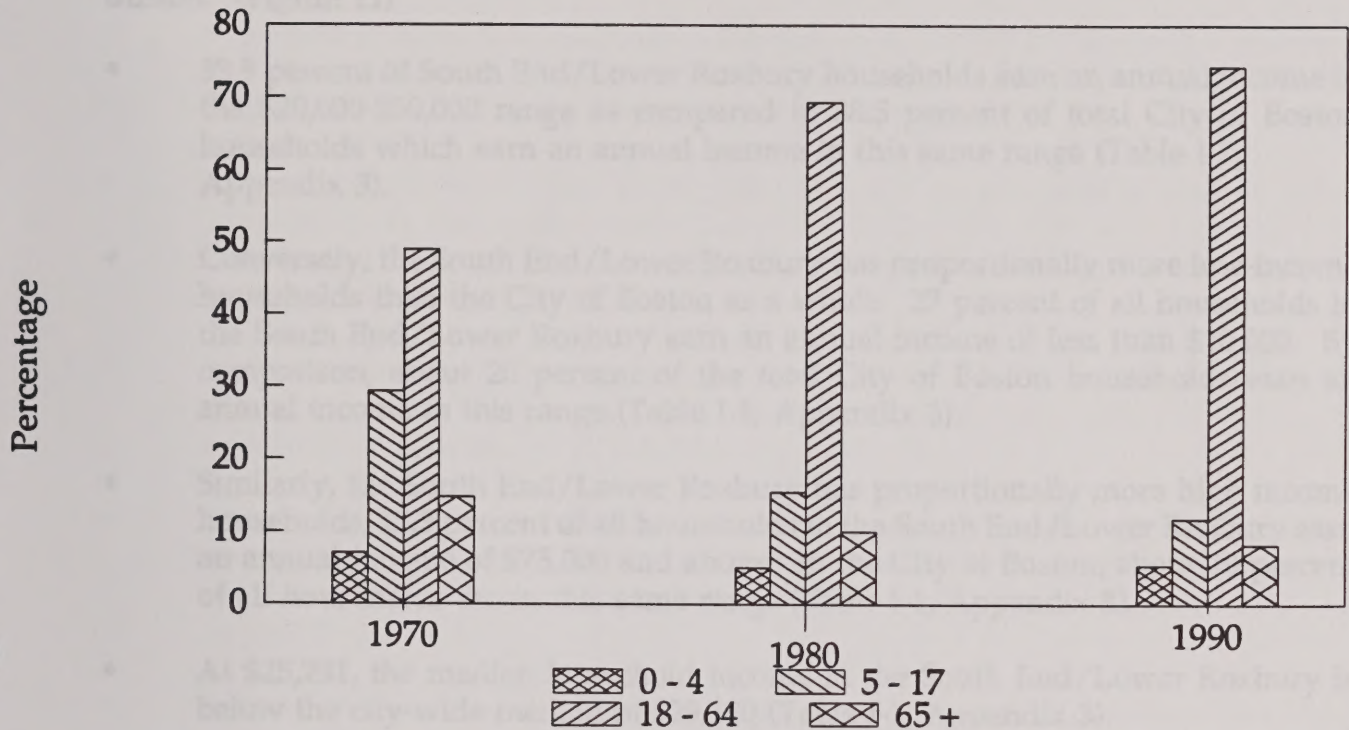
- Among the white population, the below-school age population (0-4 years) increased by about 17 percent since 1980, while the school age population (5-17) decreased dramatically by almost 40 percent since 1980.
- Similarly, the African-American population experienced almost a 20 percent increase in a school below age children (under 4 years) since 1980. The school age population (5-17 years) decreased by 20 percent during the same period which is somewhat less dramatic than the white population.
- Among the Asian-American population, there was actually a slight decrease in the number of below-school age children (about 4 percent). In contrast to the marked decreases in the white and African-American school age population (5-17), the decrease in Asian-Americans in this same age group since 1980 was less than 10 percent.
- The below school age Hispanic population increased by almost one-third since 1980, and the school age population (15-17) was nearly unchanged during the 1980-90 decade.

The elderly population of the South End/Lower Roxbury, which has decreased since 1980, comprises a smaller proportion of the total district population as compared with the City of Boston. (Figure 10)

- The total elderly population in the South End/Lower Roxbury (65 years and older) decreased by more than 10 percent since 1980. Changes in the size of the elderly population since 1980 vary, however, for each racial/ethnic group. For example, the white elderly population decreased by one-third since 1980. Similarly the African-American elderly population decreased, although by a smaller amount. In contrast, the elderly Asian-American population increased by almost two-thirds since 1980; the Hispanic elderly population doubled during this same period (Table P-4, Appendix 3).

FIGURE 10

**Age Composition Changes
South End/Lower Roxbury**



Source: BRA Reports, a) South End Planning District, b) Diversity and Change in Boston's Neighborhoods.

Economic Composition

The South End/Lower Roxbury has proportionally fewer middle income households than the City of Boston as a whole. Conversely, the South End/Lower Roxbury has relatively more low-income as well as high-income households than the City of Boston. (Figure 11)

- 33.9 percent of South End/Lower Roxbury households earn an annual income in the \$20,000-\$50,000 range as compared to 38.5 percent of total City of Boston households which earn an annual income in this same range (Table I-1, Appendix 3).
- Conversely, the South End/Lower Roxbury has proportionally more low-income households than the City of Boston as a whole. 27 percent of all households in the South End/Lower Roxbury earn an annual income of less than \$10,000. By comparison, about 20 percent of the total City of Boston households earn an annual income in this range (Table I-1, Appendix 3).
- Similarly, the South End/Lower Roxbury has proportionally more high income households; 12.3 percent of all households in the South End/Lower Roxbury earn an annual income of \$75,000 and above. In the City of Boston, about 10 percent of all households are in this same range (Table I-1, Appendix 3).
- At \$25,291, the median household income in the South End/Lower Roxbury is below the city-wide median of \$29,180 (Table I-1, Appendix 3).
- The poorest 25 percent of households in the South End/Lower Roxbury have a median household income of \$9,396 which is significantly lower than the median income of the poorest 25 percent of total households in the City of Boston (at \$12,761) (Table I-1, Appendix 3).

Low and Moderate Income families represent about two-thirds (68 percent) of the families in the South End/Lower Roxbury ².

- Almost half (45 percent) of all families in the South End/Lower Roxbury are classified as low income by the U.S. Census; about one-quarter of all families (23 percent) are classified as moderate income (Table I-3, Appendix 3).

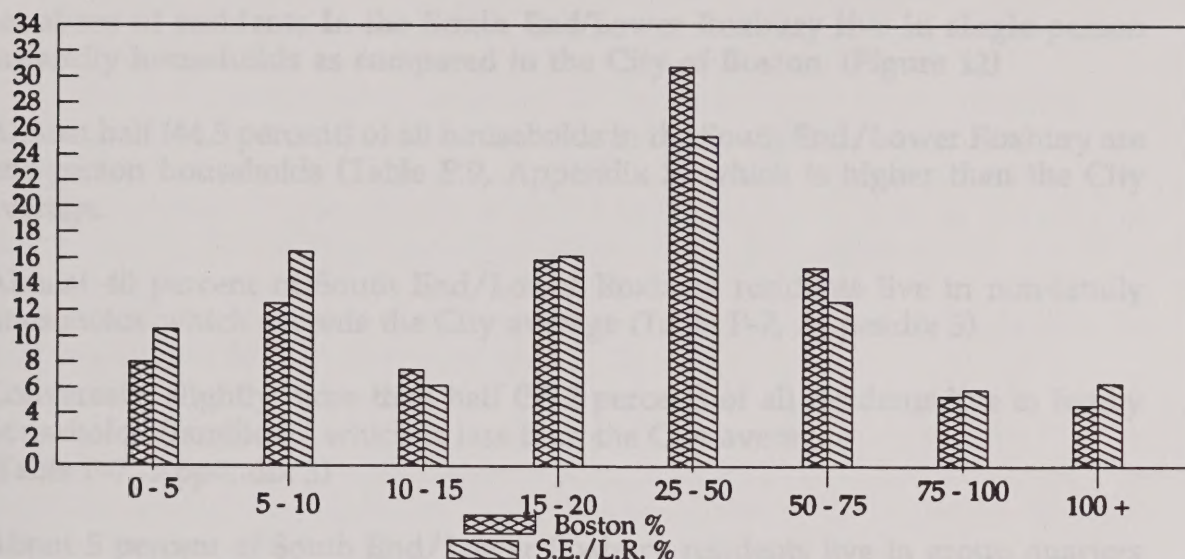
² See "Income Categories in the "Glossary of Selected Definitions" at the end of this chapter for a definition of low and moderate income families. (For a comparison of changes within census tracts see Table I-3 and the Census Tract Map included in Appendix 2.)

- Since 1979, there has been no change in the proportion of total families in the South End/Lower Roxbury which are low and moderate income. However, there have been varying shifts since 1979 in the proportion of low and moderate income families within the specific census ³tracts which comprise the South End/Lower Roxbury.
- 80 percent or more of the families in the census tracts which include the following areas are low and moderate income: Castle Square, Lower Roxbury and, the Cathedral Public Housing Project (Table I-3, Appendix 3).
- Low, moderate and upper income families are represented in almost equal proportions in the census tracts that include the area between Tremont and Washington Streets, and bounded by East Berkeley Street and Massachusetts Avenue (Table I-3, Appendix 3).
- In the census tracts that include the area between Tremont and Washington Streets, there has been a slight increase (7 percent) in the number of moderate income families since 1979 (Table I-3, Appendix 3).
- About one half or more of the families residing in the census tracts that comprise the area between Tremont Street and the Southwest Corridor Park, and bounded by Massachusetts Avenue and Dartmouth Street, are upper-income (Table I-3, Appendix 3).
- Since 1979, there has been about a 20 percent decline in the number of low and moderate income families in the census tracts closest to the Southwest Corridor Park (Table I-3, Appendix 3).

³The boundaries of the U.S. Census tracts roughly coincide with the boundary of the South End/Lower Roxbury planning district of the Development Policy Plan. Several census tracts, however, include areas beyond the planning district, skewing the social and economic data. For example Census Tract 703 includes part of the Back Bay; Census Tracts 804, 805 and 806 extend into Roxbury. The map that follows Table 1-3 in Appendix 3, "Social and Economic Profile, 1990 U.S. Census Tables," shows both census tract boundaries and the planning district boundary.

FIGURE 11

Household Income



Household Income in '000	Boston %	S.E./L.R. %
0 - 5	8.0	10.5
5 - 10	12.5	16.5
10 - 15	7.4	6.2
15 - 20	15.9	16.2
25 - 50	30.8	25.4
50 - 75	15.3	12.7
75 - 100	5.4	5.9
100 +	4.7	6.4

Source: U.S. Census.

3.4 QUALITY OF NEIGHBORHOOD LIFE

Family Life

A greater share of residents in the South End/Lower Roxbury live in single-person and non-family households as compared to the City of Boston. (Figure 12)

- Almost half (44.3 percent) of all households in the South End/Lower Roxbury are one-person households (Table P-9, Appendix 3) which is higher than the City average.
- Almost 40 percent of South End/Lower Roxbury residents live in non-family households which exceeds the City average (Table P-7, Appendix 3).
- Conversely, slightly more than half (55.2 percent) of all residents live in family households (families) ⁴ which is less than the City average. (Table P-7, Appendix 3)
- About 5 percent of South End/Lower Roxbury residents live in group quarters which is less than the City average (Table P-7, Appendix 3). According to the U.S. Census persons in group quarters includes: 1) institutionalized persons under formally authorized, supervised care or custody in institutions (such as correctional institutions, nursing homes, and juvenile institutions) and 2) other persons in group quarters other than institutions or persons who live in living quarters which there are 10 or more unrelated persons living in the housing unit. Also included are persons residing in other types of living arrangements regardless of the number of people sharing the housing unit, (such as college dormitories, emergency shelters for homeless, SRO's).

Fewer households in the South End/Lower Roxbury include children as compared to the City of Boston.

- About 20 percent of all households in the South End/Lower Roxbury include children. This includes both one and two parent families. This is significantly less than the average proportion of households in the City of Boston (Table P-9,

⁴ According to the U.S. Census, "family households (families)" include: a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. Families are classified by type as either a married-couple family or other family which is further classified into "female householder" (a family with a female householder and no husband present) or "male householder" (a family with a male householder and no wife present). See the "Glossary of Selected Definitions" at the end of this chapter.

Appendix 3).

A very small percentage of households in the South End/Lower Roxbury are traditional two-parent families with children, particularly when compared to the City of Boston. (Figures 12-14)

- Only about 8 percent of households in the South End/Lower Roxbury are traditional two-parent families with children, representing a continuing decline since 1980 when about 11 percent of households were traditional families with children. About 13 percent of the total number of households in the City of Boston are traditional families with children (Table P-9, Appendix 3).

More South End/Lower Roxbury children live in single parent households than in traditional two-parent households. (Figures 12-14)

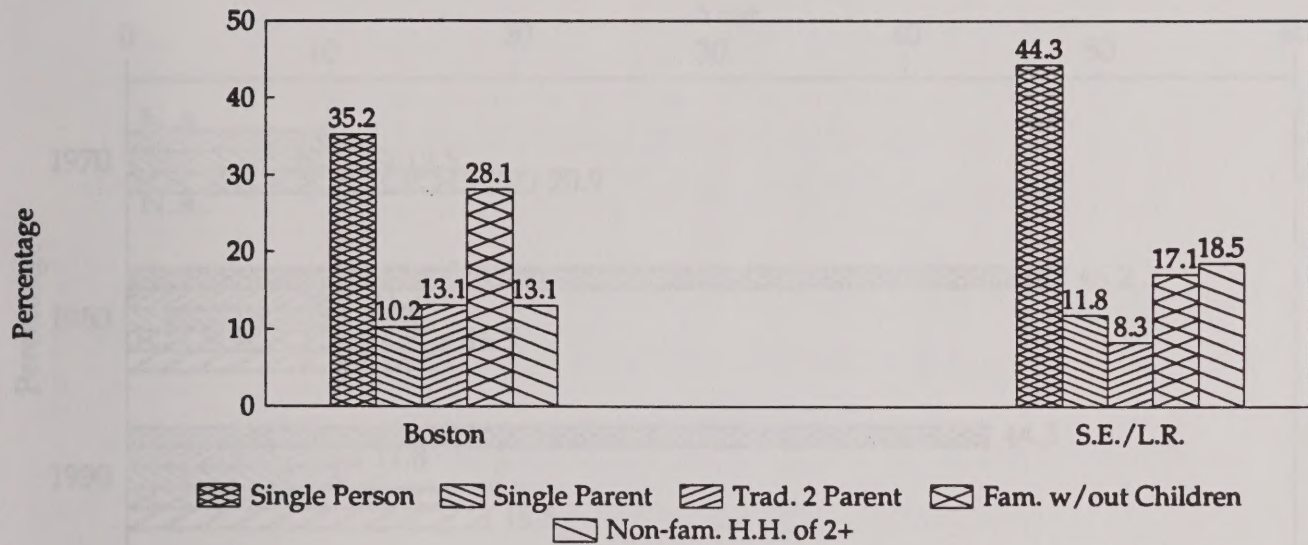
- Almost half of all children (persons under 18 years) in the South End/Lower Roxbury live in single-parent households; the vast majority of these children live in single-parent households headed by females (Table P-12, Appendix 3). This reflects the city-wide average.
- About 37 percent of all children in the South End/Lower Roxbury live in traditional two-parent households; about 12 percent of all children live in households headed by relatives other than their parents (Table P-12, Appendix 3).

Household Type	1980	1990	2000	2010	2020	2030
Single Person	20.9	14.4	13.8	18.3	25.2	44.3
Single Parent	7.9	9.0	11.2	11.7	10.2	11.6
Traditional 2 Parent	12.2	11.5	10.4	11.4	10.1	9.3
Relatively Wealthy Children	23.1	20.9	24.0	16.3	20.1	17.3
Non-Relatively Wealthy Children	10.7	10.6	10.0	13.2	15.1	19.6

Source: U.S. Census Bureau, 1990 Census

FIGURE 12

Household Composition
Boston and South End/Lower Roxbury



Household Type	1970		1980		1990	
	Boston	S.E./L.R.	Boston	S.E./L.R.	Boston	S.E./L.R.
Single Person	29.0	N.A.	36.8	48.2	35.2	44.3
Single Parent	7.9	9.0	11.3	11.7	10.2	11.8
Traditional 2 Parent	23.7	13.5	15.4	11.4	13.1	8.3
Family Without Children	33.2	20.9	26.6	16.5	28.1	17.1
Non-family Heads of Household of 2 or more	6.3	N.A.	10.0	12.2	13.1	18.5

Source: U.S. Census, BRA Reports.

FIGURE 13

Household Composition
South End/Lower Roxbury

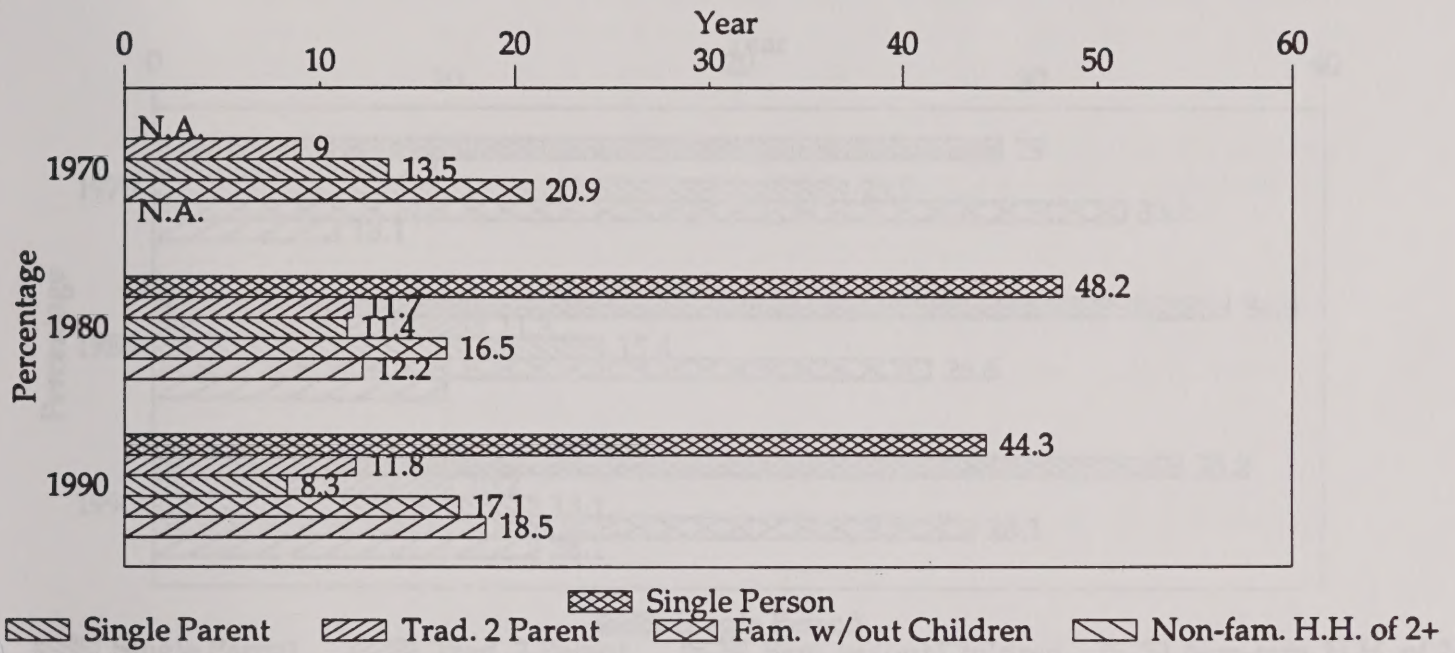
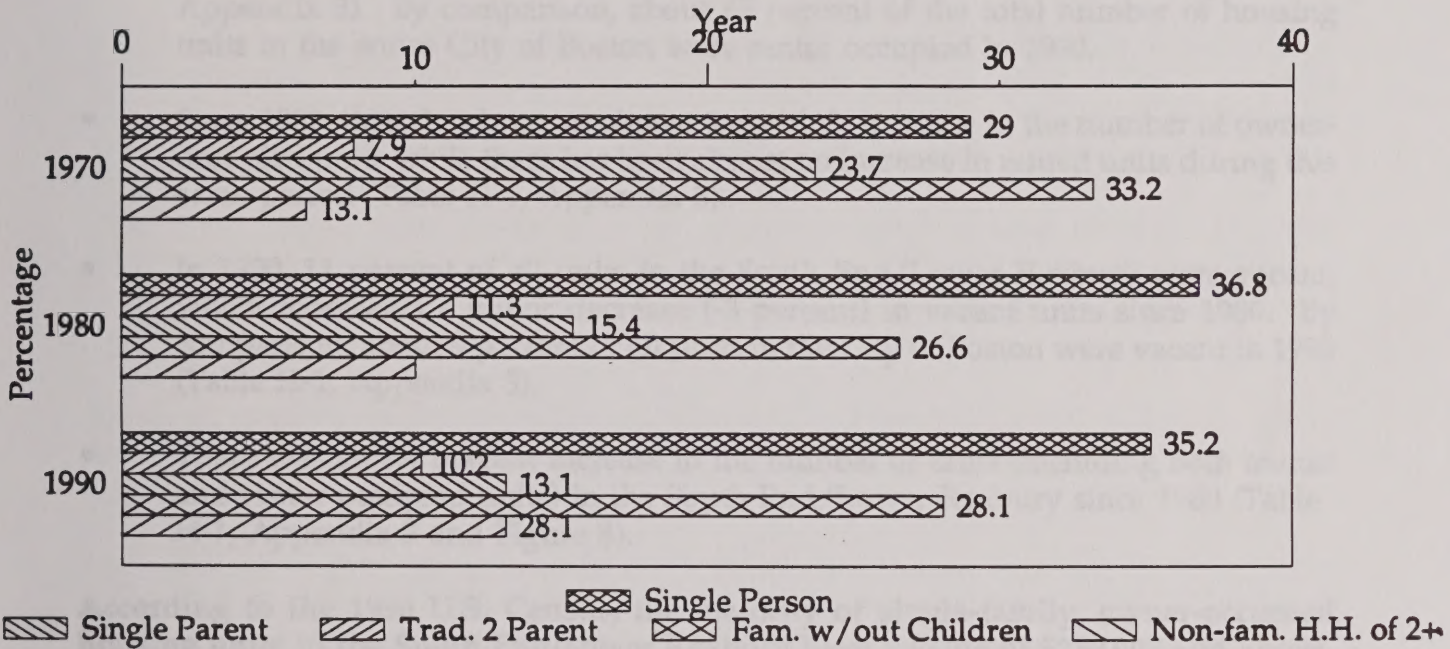


FIGURE 14

Household Composition
Boston



Home Equity

Most heads of households in the South End/Lower Roxbury are renters.

- About 70 percent of the total number of housing units in 1990 were renter occupied while only 17 percent of housing units were owner-occupied (Table H-1, Appendix 3). By comparison, about 63 percent of the total number of housing units in the entire City of Boston were renter occupied in 1990.
- Since 1980, there has been an almost two-thirds increase in the number of owner-occupied units while there has been almost no increase in rented units during this same period (Table H-1, Appendix 3).
- In 1990, 11 percent of all units in the South End/Lower Roxbury were vacant, which represents a minor decrease (-3 percent) in vacant units since 1980. By comparison, about 9 percent of all units in the City of Boston were vacant in 1990 (Table H-1, Appendix 3).
- There was an 8.4 percent increase in the number of units (including both owner and renter occupied units) in the South End/Lower Roxbury since 1980 (Table H-1, Appendix 3 and Figure 8).

According to the 1990 U.S. Census, the majority of single-family, owner-occupied housing units in the South End/Lower Roxbury have a value of \$250,000 and above, (far in excess of the City of Boston average) while a much smaller percentage of owner-occupied units are valued in the median price ranges relative to the city ⁵.

- Almost 70 percent of all single-family, owner-occupied units in the South End/Lower Roxbury have a value in excess of \$250,000 (Table H-9, Appendix 3).
- In 1990, the proportion of single-family, owner-occupied housing units in the \$250,000 and above price range far exceeded the City of Boston average. For

⁵ The accuracy of the information (Table H-9 in Appendix 3) is open to question because it is not based on actual sales recorded in both the South End/Lower Roxbury and city-wide markets. Rather, it is based on the results of the U.S. Census questionnaire which asked respondents to estimate the value of their dwellings, or the sales price they would expect if they sold their property in 1989, when the U.S. Census was undertaken. As a result of this inherent bias, this data should be used with caution when describing actual property value in the South End/Lower Roxbury. In a sense, this information reflects a pattern of expectation of property value, rather than actual property value in the current market.

example, almost 15 percent of the total single-family, owner-occupied housing units in the South End/Lower Roxbury were in the \$250,000 to \$299,000 price range which is more than three times the city-wide average percentage of owner-occupied units in this range. Similarly, almost 15 percent of all owner-occupied units in the South End/Lower Roxbury were in the \$400,000 to \$499,000 range, which is almost 20 times the City average (Table H-9, Appendix 3).

- By contrast, a small percentage of single-family, owner-occupied units were in the \$60,000 to \$249,999 price range. For example, only about 6 percent of all units were in the \$150,000 to \$174,000 range (roughly the median value range in Boston) which is far below the City average (Table H-9, Appendix 3).
- The median value of single-family owner-occupied housing units in the South End/Lower Roxbury, at \$321,400, is double the City of Boston average (Table H-9, Appendix 3). As mentioned above, only 17 percent of all housing units in the South End/Lower Roxbury are owner-occupied.

Although rents in the South End/Lower Roxbury appeared to have declined modestly between 1988 and 1991, the median rent in the South End/Lower Roxbury exceeds the City of Boston median.

- The advertised median rents in the South End/Lower Roxbury dropped from \$875 in 1988 to \$850 in 1991 (\$50 above the City median of \$800.) The South End/Lower Roxbury is one of eight city neighborhoods, which has seen advertised rents decline over the last three years (Table H-17, Appendix 3).
- As of July, 1991, the average mean advertised rent for a two-bedroom apartment was \$1,062. The median rent was \$1,100, ranging from a low of \$600. to a high of \$1,500.
- According to the U.S. Census Bureau, the median contract rent ⁶ in the South End went from \$190 in 1980 to \$469 in 1990, representing a 147 percent increase over the last decade.
- The median monthly rent in the South End/Lower Roxbury is \$469.00 (Table H-11, Appendix 3).
- There is a relatively balanced distribution of rental housing units in each of the rent level categories defined in 1990 U.S. Census (Table H-11).

⁶ See the "Glossary of Selected Definitions" at the end of this chapter for a definition of "contract rent".

3.5 ECONOMIC BASE

The South End/Lower Roxbury is home to at least 22 manufacturing enterprises employing a total of at least 5462 workers.

- Table 3.1 (on the following page) categorizes these enterprises by industry and number of jobs. Table 3.2 categorizes these enterprises by range of total annual sales. This inventory, undertaken in October, 1992, does not include the numerous professional artists and craft persons or service sector enterprises in the South End/Lower Roxbury. The anticipated closing of the Stride Rite and Digital plants could result in a loss of 340 jobs (215 of which are held by residents.)

ELECTRONIC & ELECTRIC EQUIPMENT	2	282
FABRICATED METAL PRODUCTS	2	21
FOOD	1	31
FURNITURE	2	12
INSTRUMENT PRODUCTS	1	430
LEATHER PRODUCTS	2	12
LUMBER & WOOD PRODUCTS	1	10
PAPER PRODUCTS	0	0
PRINTING & PUBLISHING	1	9
TEXTILE MILL PRODUCTS	0	0
MISC. MANUFACTURING ENTERPRISES	3	21
TOTAL	22	5462

Source: Massachusetts Directory of Manufacturers, 1992 - 1993 Edition and BAA field survey in October 1992.

TABLE 3.1

SOUTH END MANUFACTURING ENTERPRISES

INDUSTRY	# OF FIRMS	# OF JOBS
APPAREL & OTHER TEXTILE PRODUCTS	6	306
CHEMICAL PRODUCTS	1	400
ELECTRONIC & ELECTRIC EQUIPMENT	2	252
FABRICATED METAL PRODUCTS	2	21
FOOD	2	81
FURNITURE	1	23
INSTRUMENT PRODUCTS	1	4300
LEATHER PRODUCTS	2	22
LUMBER & WOOD PRODUCTS	1	10
PAPER PRODUCTS	0	0
PRINTING & PUBLISHING	1	9
TEXTILE MILL PRODUCTS	0	0
MISC. MANUFACTURING ENTERPRISES	3	38
TOTAL	22	5462

Source: Massachusetts Directory of Manufacturers, 1992 - 1993 Edition and BRA field survey in October 1992.

TABLE 3.2

SOUTH END MANUFACTURING FIRMS ANNUAL SALES

ANNUAL SALES CATEGORY	# OF FIRMS	# OF JOBS
UNDER \$500,000	3	40
\$500,000 - \$1,000,000	2	26
\$1,000,000 - \$5,000,000	5	169
\$5,000,000 - \$10,000,000	1	70
OVER \$10,000,000	2	4330
TOTAL	13	4635

Note: 9 out of 22 Manufacturing Enterprises did not report sales figures.

Source: Massachusetts Directory of Manufacturers, 1992 - 1993 Edition.

3.6 GLOSSARY OF SELECTED DEFINITIONS ⁷

Mean Income: This is the amount obtained by dividing the total income of a particular statistical universe by the number of units in that universe. Thus, mean household income is obtained by dividing total income by the total number of households. For the various types of income the means are based on households having those types of income. "Per capita income" is the mean income computed for every man, woman, and child in a particular group. It is derived by dividing the total income of a particular group by the total population in that group.

Care should be exercised in using and interpreting mean income values for small subgroups of the population. Because the mean is influenced strongly by extreme values in the distribution, it is especially susceptible to the effect of sampling variability, misreporting, and processing errors. The median, which is not affected by extreme values, is, therefore, a better measure than the mean when the population base is small. The mean, nevertheless, is shown in some data products for most small subgroups because, when weighted according to the number of cases, the means can be added to obtain summary measures for areas and groups other than those shown in census tabulation.

Median Income: The median divides the income distribution into two equal parts, one having incomes above the median and the other having incomes below the median. For households and families, the median income is based on the distribution of the total number of units including those with no income. The median for persons is based on persons with income. The median income values for all households, families, and persons are computed on the basis of more detailed income intervals than shown in most tabulations. Median household or family income figures of \$50,000 or less are computed using linear interpolation. All other median income amounts are derived through Pareto interpolation.

Family Households (families): Includes a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. The number of family households always equals the number of families: however, a family household may also include non-relatives living with the family. Families are classified by type as either a married-couple family or other family which is further classified into "male householder" (a family with a male householder and no wife present) or "female householder" (a family with a female householder and no husband present).

⁷ U.S. Census Glossary (Excerpted from: Appendix B. Definition of Subject Characteristics). BRA, Policy Development and Research Department.

Householder: Includes, in most cases, the person or one of the persons in whose name the home is owned, being bought, or rented and who is listed in column 1 of the census questionnaire. If there is no such person in the household, any adult household member 15 years old and over could be designated as the householder.

Households: Includes all the persons who occupy a housing unit. Persons not living in households are classified as living in group quarters. In 100 percent tabulations always equals the count of occupied housing units.

Housing Units: Includes a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant is intended for occupancy) as separate living quarters. (For more information, see "Vacant Housing Units")

Non-Family Households: Includes a householder living alone or with non-relatives only. (For more information, see "Family Households.")

Income Categories: Based on the 1989 Boston Primary Metropolitan Statistical Area (PMSA) annual median family income of \$49,266.

Low Income = 50 percent or less of PMSA annual median income (\$24,999 or less.)

Moderate Income = 50 percent - 80 percent of PMSA annual median income (\$24,633 - \$39,413.)

Low and Moderate Income = 80 percent and less of PMSA annual median income (less than \$39,413.)

Contract Rent: Contract rent is the monthly rent agreed to, or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included.

4. HISTORICAL CONTEXT

4.1 Historical Overview ⁸

Prior to 1850, the South End consisted of a sparsely-settled neighborhood on the neck of land between the Charles River and Boston Harbor which connected the peninsula of Boston to the mainland of Roxbury. In 1850, a series of real estate ventures led to the filling of marshlands in the Back Bay of the Charles. A pattern of three- and four-story, single-family rowhouses as well as a number of free-standing mansions were built up along a patchwork grid of streets and squares off major roads leading to Boston. The South End's original model was the then-aging Beacon Hill district.

As more of the Back Bay was filled, new and more fashionable districts were developed and the South End began to fall out of favor. New industrial development along the district's southern and eastern edges began to attract a working class population to the neighborhood. Gradually, the existing single-family homes were divided up into multiple-dwelling units and lodging rooms. By the turn of the century, the South End had become the largest lodging house district in the United States. While having gained a reputation as a "den of vice" sporting 41 saloons, 24 liquor stores and 11 poolrooms, the South End district was also a major "port of entry" -- home to a rich and varied ethnic mix of immigrants and first-generation Americans who were drawn to the inexpensive and convenient housing the neighborhood offered.

Although it still housed a working-class family population, for most of this century, the South End neighborhood was associated with alcoholism, prostitution and drug trafficking in the minds of many Bostonians. As early as 1952, plans for giving the South End a major "face Lift" were being discussed by the Boston Planning Board.

In sharp contrast to this negative perception, many residents recall the rich ethnic and racial diversity that the working-class immigrant families brought to the South End during this period. Many long-time residents also fondly remember the renowned jazz clubs of the South End during this era.

4.2 Urban Renewal Activities

In the early 1950's, early urban renewal activities began to impact the neighborhoods on the fringe of the South End. The so-called New York Streets neighborhood was demolished to make way for new industry. The nearby Compton/Village Streets neighborhood was slated for replacement by the Castle Square housing project and a small industrial park. In the late 1950's, an urban renewal program encompassing the whole of the South End was under consideration.

⁸ South End Neighborhood Profile: 1988, BRA Research Department.

After extensive community involvement, the South End Urban Renewal Plan was formally adopted by the City Council in December of 1965. The Plan's basic objectives were to eliminate blighting influences and promote compatible land uses in order to provide a stable environment for residential, commercial and industrial activities. In order to facilitate orderly growth, the plan proposed to provide new industrial and residential opportunities.

The Plan combined site clearance and redevelopment to achieve the proposed goal of constructing new housing units for low-income families. Public improvements to streets, water and sewer systems, and street lighting were planned. The Plan also proposed to provide new public facilities, and to improve traffic circulation within the neighborhood.

From 1965 to 1979, more than \$135 million in public money was spent in the South End, most of it from the Urban Renewal Program. As a result of the Plan's implementation, new streets, a new school, a branch library, parks and new housing were constructed.

In compliance with the Department of Housing and Urban Development (HUD) mandate to close out all urban renewal projects in Boston in 1979, the Boston Redevelopment Authority completed a financial settlement of the remaining South End project activities. The financial settlement was to terminate, legally and formally, the traditional urban renewal program. An extensive community review process was undertaken to assess both the impact of the financial settlement itself, and the impact of alternative reuse strategies for undeveloped Urban Renewal parcels.

The South End Urban Renewal Plan, approved in 1965, will remain in effect for 40 years – until 2005. Modifications have been made to the plan as necessitated by changing times, but the Plan is still an important guide to ongoing development activities in the South End neighborhood.

4.3 Subsequent Planning Initiatives

South End Landmark District: In 1977, a group of South end residents petitioned the Boston Landmarks Commission asking the Commission to designate the South End a landmark district under the provisions of Chapter 772 of the Acts of 1975, as amended. The purpose of such a designation was to recognize and protect the architectural and historic characteristics which make the area unique and worthy of preservation.

As a result of the petition and at the request of the Boston Landmarks Commission, Mayor Kevin White appointed and the City Council approved a study committee to make recommendations to the Commission on the proposed district. The 10-member South End Study Committee began its work in 1978. After two years of work and discussion, the committee released its report for public comment and submission to the Landmarks Commission.

The South End Study Committee concluded that the South End is architecturally significant as a substantially-intact area of mid-19th century row houses. The panel recommended the area bounded roughly by the Southwest Corridor, Tremont Street, East Berkeley Street, Harrison Avenue, and Northampton/Camden streets be designated as a Landmark District, and the area bounded roughly by East Berkeley, Harrison Avenue, Albany Street and the Southeast Expressway be designated as a Protection Area. The committee further recommended that a set of prepared "Standards and Criteria" be adopted. Today, the South End Landmark District Commission has substantial control over the design of proposed renovation and new construction in the South End.

Density and the Downzoning Amendments: The development and condominium conversion boom that changed the South End in the early 1980's helped stimulate the economy of the neighborhood. It also had a number of negative side effects, aside from the obvious problems of displacement and a change in the economic diversity of the South End.

As single-family townhouses were converted into four and five condominiums, more households were created. There was a dramatic increase in the number of automobiles in the South End – as well as increased noise, crowding, trash and demand for services.

Member of the Ellis and Pilot Block neighborhood associations began to examine the increasing density and its related problems through a series of meetings in 1986. Arthur Howe, a member of the board of the Ellis Neighborhood Association and president of the South End Historical Society, submitted a text amendment application to the Zoning Commission with the hope of slowing this pattern of increasing density. The amendment had two major components:

1. Those parts of the South End that were zoned as "H-3" districts would be redesignated as "H-2" districts; and
2. A "density limitation overlay" district would be created to limit the number of smaller units (under 750 square feet) in renovated South End buildings.

The BRA and the Mayor's Office of Neighborhood Services hosted a series of community meetings to encourage examination of the proposed amendment, and the BRA contracted with Thomas Planning Associates, Inc. to conduct a density impact study for the South End. The text amendment was approved by the BRA board, and the Zoning Commission, and was signed by Mayor Flynn in September of 1987.

This community-based effort succeeded in revising the existing zoning map of the South End to reflect the changing face of the neighborhood. It was a good example of how zoning could be used as a tool to regulate development when the market became overheated. Just as a relaxation in the zoning code encouraged growth and investment

in the sluggish 1960's and 70's, the changes adopted in 1987 helped to ensure that overdevelopment did not bring further negative consequences to the South End. (Figure 4.1)

South End Neighborhood Housing Initiative (SENHI): In 1986, the BRA began a 15-month community process which led to the South End Neighborhood Housing Initiative (SENHI) on several vacant public-owned parcels. At present, 307 units of housing on six sites have been built, with an investment of over \$50 million reclaiming over 150,000 square feet of vacant land and buildings. Top quality design, and achievement of the goals for producing mixed income housing for community residents have been accomplished.

South End Open Space Needs Assessment: In 1987, the BRA contracted with Boston Urban Gardeners, Inc. (BUG) to prepare an open space needs assessment to provide the BRA and community members with an overview of open space issues to be considered in the course of planning for the South End. for the purpose of the study, the South End neighborhood was separated into its 13 census tracts, and each tract was examined in terms of its demographic characteristics to determine the open space needs for that particular area. BUG also examined the available open space resources within the South End: existing parks, publicly-owned vacant land and community gardens.

In the report, released in February of 1988, BUG made recommendations for the use of a number of potential open space parcels, based in part on extensive resident interviews. In the spring of 1988, several community meetings were held in the community to present the report's findings and to solicit comments from neighborhood residents.

In the summer of 1991, the BRA publicly transferred parcels of land at eight sites throughout the South End and Lower Roxbury to the South End/Lower Roxbury Open Space Land Trust for use as community gardens. This marked the first time in Boston (and possibly the nation) that a neighborhood based community organization was given ownership and responsibility for open space parcels.

Roxbury IPOD/Lower Roxbury Sub-district: In August, 1986, the six-member Roxbury Planning and Zoning Advisory Committee (PZAC) was formed under the Roxbury Neighborhood Council. Since that time, staff of the BRA and the Mayor's Office of Neighborhood Services have held numerous meetings with the PZAC, and a series of Sub-district PZACs (SPZACS) have been organized. Affordable housing for Roxbury residents, prohibition of new or expanded heavy industrial uses, promotion of light manufacturing uses, preservation of open space and enhancement of urban design were the major issues discussed in the context of drafting the Roxbury Interim Planning Overlay District (IPOD) zoning amendment. New zoning for the Roxbury community has been adopted and is now in effect. (Figures 4.2 and 4.3)

FIGURE 4.1

South End/Lower Roxbury Development Policy Plan

DENSITY LIMITATION OVERLAY DISTRICT



Major Streets

1. Columbus Avenue
2. Tremont Street
3. Shawmut Avenue
4. Washington Street
5. Harrison Avenue
6. Albany Street
7. Massachusetts Avenue
8. East Berkeley Street

FIGURE 4.2

South End/Lower Roxbury Development Policy Plan

ZONING FOR LOWER ROXBURY

Adopted by the
ZONING COMMISSION OF THE CITY OF BOSTON
in meeting on March 25, 1991

Richard B. Taylor
Chairman

Effective: April 22, 1991
Date of Public Notice: December 18, 1990
(see St. 1956, c.665, s.5)

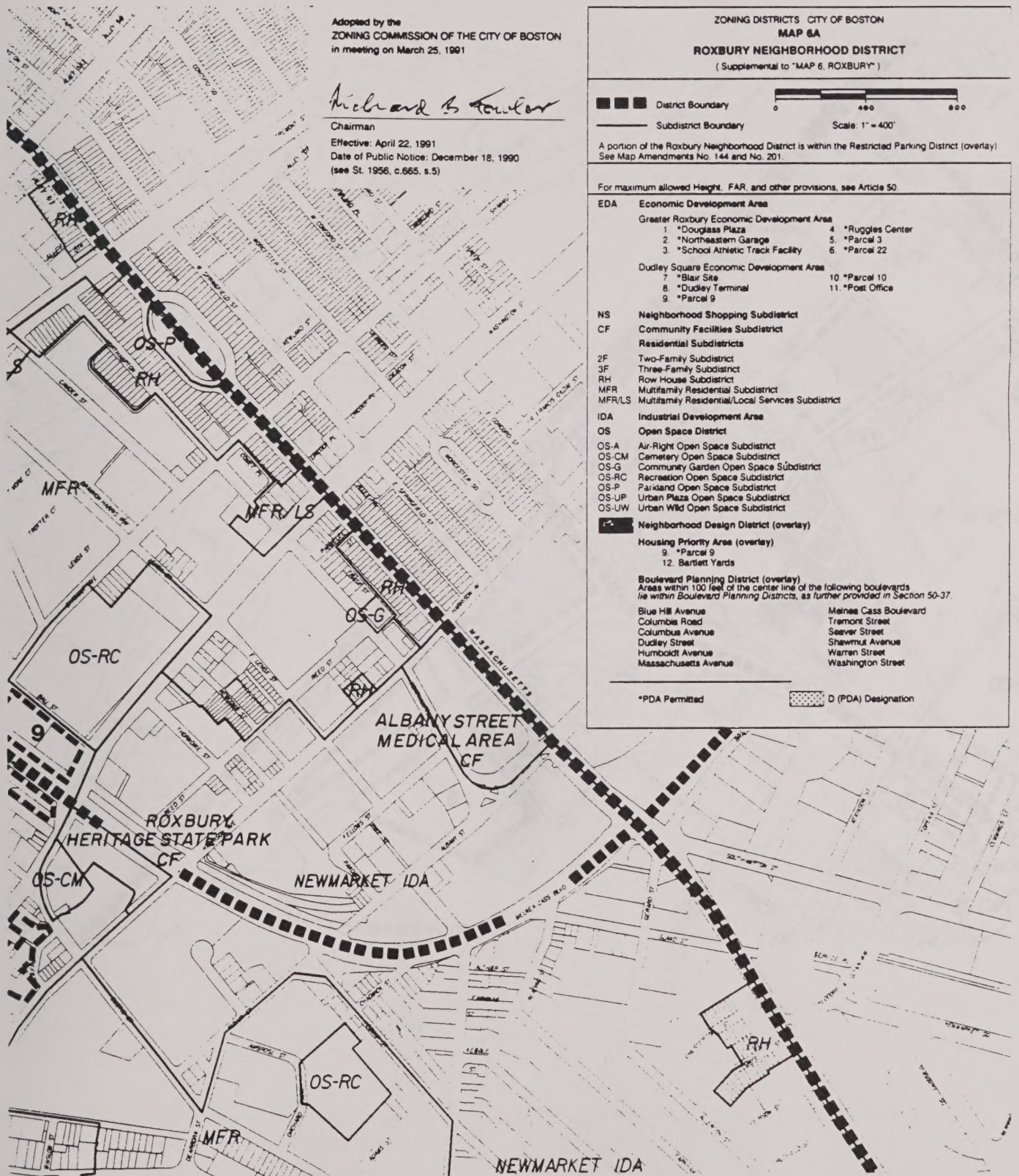
ZONING DISTRICTS CITY OF BOSTON
MAP 6A
ROXBURY NEIGHBORHOOD DISTRICT
(Supplemental to "MAP 6, ROXBURY")

Scale: 1" = 400'

A portion of the Roxbury Neighborhood District is within the Restricted Parking District (overlay).
See Map Amendments No. 144 and No. 201.

For maximum allowed Height, FAR, and other provisions, see Article 50.

EDA	Economic Development Area
	Greater Roxbury Economic Development Area
	1. *Douglass Plaza
	2. *Northeastern Garage
	3. *School Athletic Track Facility
	4. *Ruggles Center
	5. *Parcel 3
	6. *Parcel 22
	Dudley Square Economic Development Area
	7. *Blair Site
	8. *Dudley Terminal
	9. *Parcel 9
	10. *Parcel 10
	11. *Post Office
NS	Neighborhood Shopping Subdistrict
CF	Community Facilities Subdistrict
	Residential Subdistricts
2F	Two-Family Subdistrict
3F	Three-Family Subdistrict
RH	Row House Subdistrict
MFR	Multifamily Residential Subdistrict
MFR/LS	Multifamily Residential/Local Services Subdistrict
IDA	Industrial Development Area
OS	Open Space District
OS-A	Air-Right Open Space Subdistrict
OS-CM	Cemetery Open Space Subdistrict
OS-G	Community Garden Open Space Subdistrict
OS-RC	Recreation Open Space Subdistrict
OS-P	Parkland Open Space Subdistrict
OS-UP	Urban Plaza Open Space Subdistrict
OS-UW	Urban Wild Open Space Subdistrict
	Neighborhood Design District (overlay)
	Housing Priority Area (overlay)
	9. *Parcel 9
	12. Bartlett Yards
	Boulevard Planning District (overlay)
	Areas within 100 feet of the center line of the following boulevards lie within Boulevard Planning Districts, as further provided in Section 50-37.
	Blue Hill Avenue
	Columbia Road
	Dudley Street
	Humboldt Avenue
	Massachusetts Avenue
	Maine Cass Boulevard
	Tremont Street
	Seaver Street
	Shawmut Avenue
	Warren Street
	Washington Street
	*PDA Permitted
	D (PDA) Designation



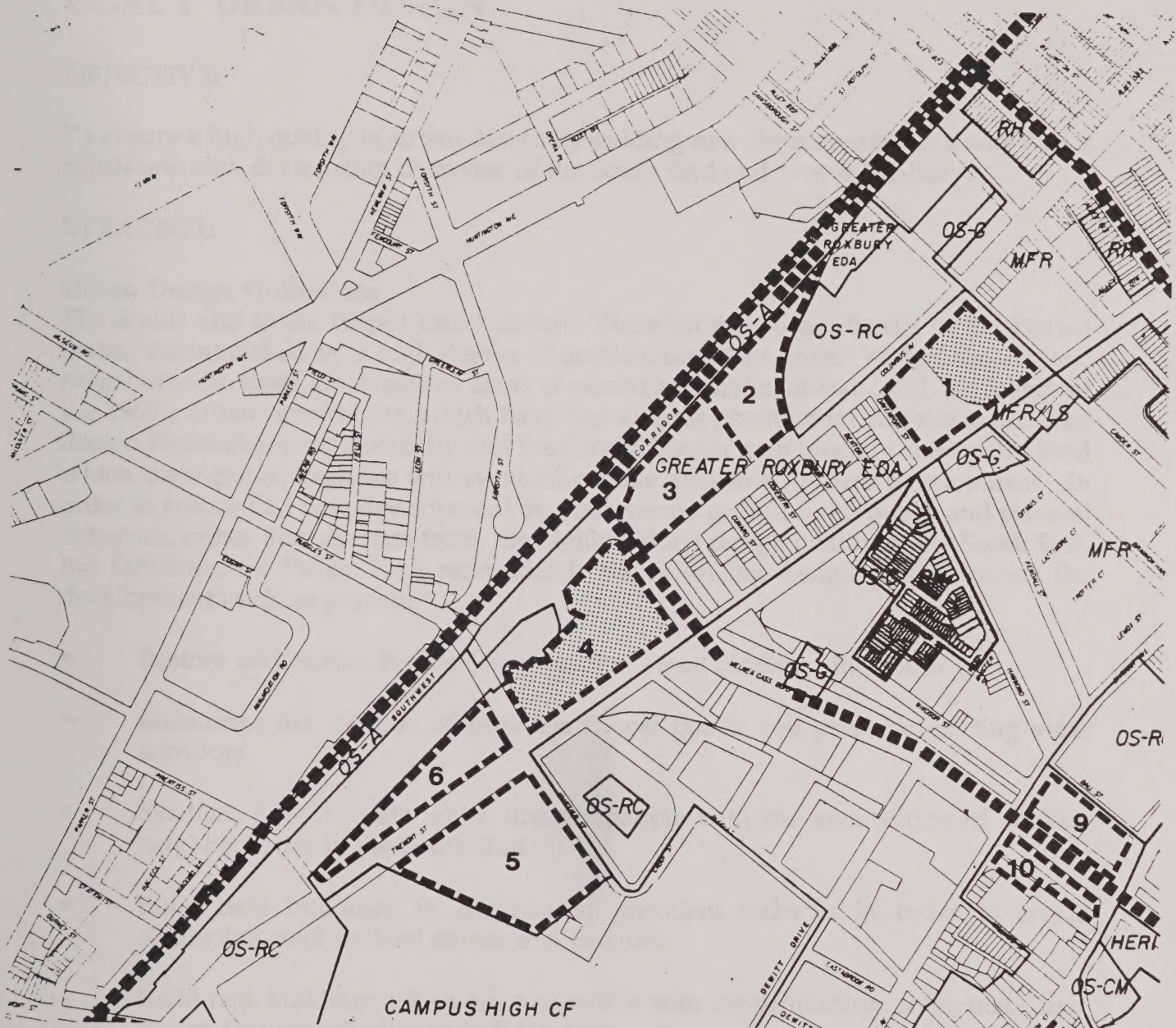
The area of the South End/Lower Roxbury within the Roxbury Neighborhood Zoning District.

See Map 4.3

FIGURE 4.3

South End/Lower Roxbury Development Policy Plan

ZONING FOR LOWER ROXBURY



The area of the South End/Lower Roxbury within the Roxbury Neighborhood Zoning District.

See Map 4.2

5. STRATEGIES

GOAL 1 URBAN DESIGN

OBJECTIVE:

To ensure a high quality of urban design by guiding new development in a way that is consistent with the existing character of the South End and Lower Roxbury.

STRATEGY:

Urban Design Guidelines

The South End is the largest intact historic Victorian rowhouse district in the United States, distinguished by a high degree of architectural coherence. Within this historic neighborhood, there are extensive areas of vacant and underutilized land, the legacy of the 1960's urban renewal era, which have tremendous potential for development. The Boston Redevelopment Authority and the City of Boston own much of this vacant land which these public agencies will eventually make available for new development. In order to ensure that new development on these vacant parcels (both public and private) enhances, rather than detracts from, the highly valued design quality of the South End, the Development Policy Plan recommends the following design guidelines for the development of these parcels:

- Restore and extend the historic pattern of street blocks in the South End.
- Encourage the creation of prominent focal points and preserve existing view corridors.
- Establish height limits which are compatible with the architecture of various neighborhoods in the South End.
- Build new buildings to conform to prevalent setbacks in order to create distinctive, well-defined streets and avenues.
- Build new buildings which are compatible with the proportion, scale, mass, and design features of adjacent buildings.
- Use brick as the primary construction materials for new buildings in keeping with historic South End architecture except in areas where other building materials predominate.
- Build attractive fences around community gardens which are compatible with the design of adjacent buildings.

- Create streets with trees, plantings, appropriate sidewalk paving and public parks in the tradition of historic streets such as Union Park or Rutland Square.

In order to reach consensus on these guidelines, the Working Group analyzed existing conditions in the South End and identified the design assets and liabilities that either contributed to, or detracted from the visual and environmental quality of the South End. Some of the design qualities which give the South End its unique character are as follows:

- Repetitive architectural elements such as bay windows, bow fronts, detailed cornices, exterior steeples, mansard and gable roofs (in some cases) and dormer windows.
- A network of focal points that give a visual order to the neighborhood (i.e., views of church steeples at the end of the streets).
- Narrow residential cross-streets, interesting wide boulevards and avenues (Tremont Street, Columbus Avenue), that connect the various neighborhoods to the larger South End community and ensure a sense of accessibility to all residents.
- Intimate, pedestrian scale blocks.
- Consistent street walls, building heights and setbacks.
- Consistent scale and proportion.

The following excerpt from the 1983 Report of the South End Study Committee on the Designation of the South End as a Landmark District succinctly describes the urban form of the South End: "The South End is large, well-defined, and densely built up. The major boulevards have long vistas while the shorter, often tree-lined residential cross-streets are slightly curved. The different streets are distinguished by width and direction, by subtle variations in the architectural style and height that vary from one block to another, and by the proximity of open park space or the presence of a fenced-in "English" park found on some of the short residential blocks.

In this century there have been three substantial alterations to the nineteenth century landscape: the major east-west streets have been connected by bridges across the railroad track right-of-way to their counterparts in the Back Bay, ending the nearly total isolation of the South End from that district; much of the Fort Point Channel has been filled in, eliminating the last vestige of harbor shoreline and its related maritime industries; and the building of the Cathedral, Castle Square, and Villa Victoria housing developments which radically altered the street patterns and replaced the original buildings in those articular areas.

The residential buildings which are predominant in the South End are the red brick rowhouses of four or five stories with double basement and mansard roof. Characteristic architectural features include decorative entrance canopies, decorative iron-work and granite or brownstone trim. The most popular styles of houses are the bow front, the flat front, and the angle bay. There are some brownstone buildings, some smaller three-story houses, a few frame houses, and some larger apartment buildings and commercial structures. A major element of the South End is its many distinctive churches and associated structures. Important also are the municipal and civic buildings that, with few modern exceptions, relate in style, materials, and design to the overall framework."

The design goals for the South End should be to preserve and to enhance key elements of this urban design. New development should refer to and acknowledge these elements which are as follows:

- **Pedestrian Scale of the Neighborhood**

The design and location of the South End provides for a strong pedestrian emphasis. Tree lined streets grace the neighborhood. Brick walls predominate. The 4-5 story scale of the buildings and width of the streets provide for the pedestrian nature. Walking in this area is inviting because of access, location and scale. Neighborhood shops are conveniently located within walking distance. Small business areas are located within the neighborhood. The central location of the South End also allows easy pedestrian accessibility to downtown and other parts of Boston.

- **Historical Significance of the Neighborhood**

Many of the structures in the South End date back to the Victorian era. Large parts of the South End have been designated in the national Register of Historic Places; this landmark district is covered by Landmark and Protection area guidelines. New construction should actively defer to these historical precedents and context in these areas. Materials such as red brick and stone predominate. Bowfronts and bays are characteristic of this Victorian element.

- **Planned Design Features**

The South End is marked by a planned and high quality of design. Visual focal points are present throughout. Uniform regular repeating patterns of the streetscape enhance the visual uniformity. The area is characterized by an English park style which softens the urban environment and creates a visual center. The scale of the buildings are comfortable to the individual. New buildings should speak to this architectural vernacular present in this area.

In consideration of these goals, the Sub-Committee has recommended the specific guidelines for new development which are outlined above. The rationale for each of these guidelines is expanded as follows:

1. Restore and extend the historic pattern of street blocks in the South End.

Figure 5.2 approximates the historic street block pattern of the South End prior to the urban renewal program in the 1960's. The most valued architectural characteristics of the South End result, in part, from the size of the traditional residential streets, blocks and parcel sizes within these blocks.

The size and parcelization of the typical block, to an extent, dictates the height, scale and bulk of buildings on the block. In the South End the width of the typical block allows space for regular rows of attached townhouses facing each of the streets, which bound the block, with sufficient space between the back of each townhouse to allow for private or semi-private outdoor space.

The layout of each block has imposed an intimate, pedestrian scale on the neighborhood. The length of each block never exceeds 800' which means that major retail streets (such as Tremont Street) are never more than a five minute walk for residents living in the middle of the block. These dimensions are conducive to pedestrian use, a positive aspect that South End residents often identify. (Figure 5.1)

The remarkable consistency of these block dimensions have ensured an appealing, unifying regularity of building size, shape and scale, which contributes to the South End's architectural identity. Both residents and outsiders see the South End as a unified district of similar, but distinct buildings creating a "sense of place", rather than a random collection of detached buildings of contrasting size, shape and architectural style. In the industrial areas of the South End, this block pattern also has imposed a regularity on the larger manufacturing/warehouse buildings which, in the best historic examples, has created a distinct architectural identity.

Site layouts within this South End street pattern has allowed for low-scale buildings which, nevertheless, have accommodated large enough population densities to support a variety of amenities such as neighborhood stores, churches, cultural institutions, parks and other active public areas that enrich city life.

Figure 5.2 shows the historic street block pattern (which was intact prior to the urban renewal program in the 1960's) overlaid on the existing South End and extended out into the vacant and underutilized land beyond Albany Street. By imposing this "street grid" on large potential development sites, we can ensure that the scale of new development in these areas is in keeping with the historic architectural and urban design context of the South End, in the same way that the 19th century street and block and ensured a sensitive architectural scale.

Figure 5.3 also shows the areas, built in the 1960's and 1970's, which interrupt the prevalent street pattern: Boston City Hospital, Boston University Medical Center, the Cathedral Housing Project, the IBA/Villa Victoria development, Castle Square and the former New York Streets Industrial Area. Planners built each of these large developments by closing off existing streets and combining small blocks to create "superblocks". The "campus-like" site layout of these developments violated the historic street pattern of the South End.

In most cities, the width and direction of the typical street denotes the degree of permissible public accessibility: a pedestrian knows that a narrow, winding back alley is probably not accessible to the public while a wide avenue is clearly part of the public domain. The closing of an existing street gives the perception that public access to an area, or group of blocks, is no longer permitted.

In the South End, the closing of streets to create these "superblocks" has isolated these developments from the community and created the perception that these areas are not accessible to neighborhood residents. This isolation is compounded by the fact that, in some cases, planners set back the buildings from the street in contrast to the site layout of typical attached South End rowhouses (i.e., Cathedral Housing Project). Residents in these housing projects are often not perceived as being part of the larger community. The large buildings in the Medical Area "superblocks" turn blank walls to pedestrians on the streets which bound this area, effectively isolating these institutions from the South End community and further creating the perception that these areas are off limits to residents.

Given the disruptive impact of 1960's urban renewal "superblock" planning in the South End, the Development Policy Plan include guidelines which:

- Prohibit street closings in future developments.
- Restore the historic street block pattern to the extent possible. (Figure 5.4)
- Extend this street pattern into the large vacant development parcels beyond Harrison Avenue.

FIGURE 5.1

South End/Lower Roxbury Development Policy Plan

**CONSISTENT SIZE AND SCALE OF
STREET BLOCKS IN THE SOUTH END**

The intimate and consistent size and scale of residential streets, blocks and parcel sizes within these blocks contribute to the historic architectural character of the South End.

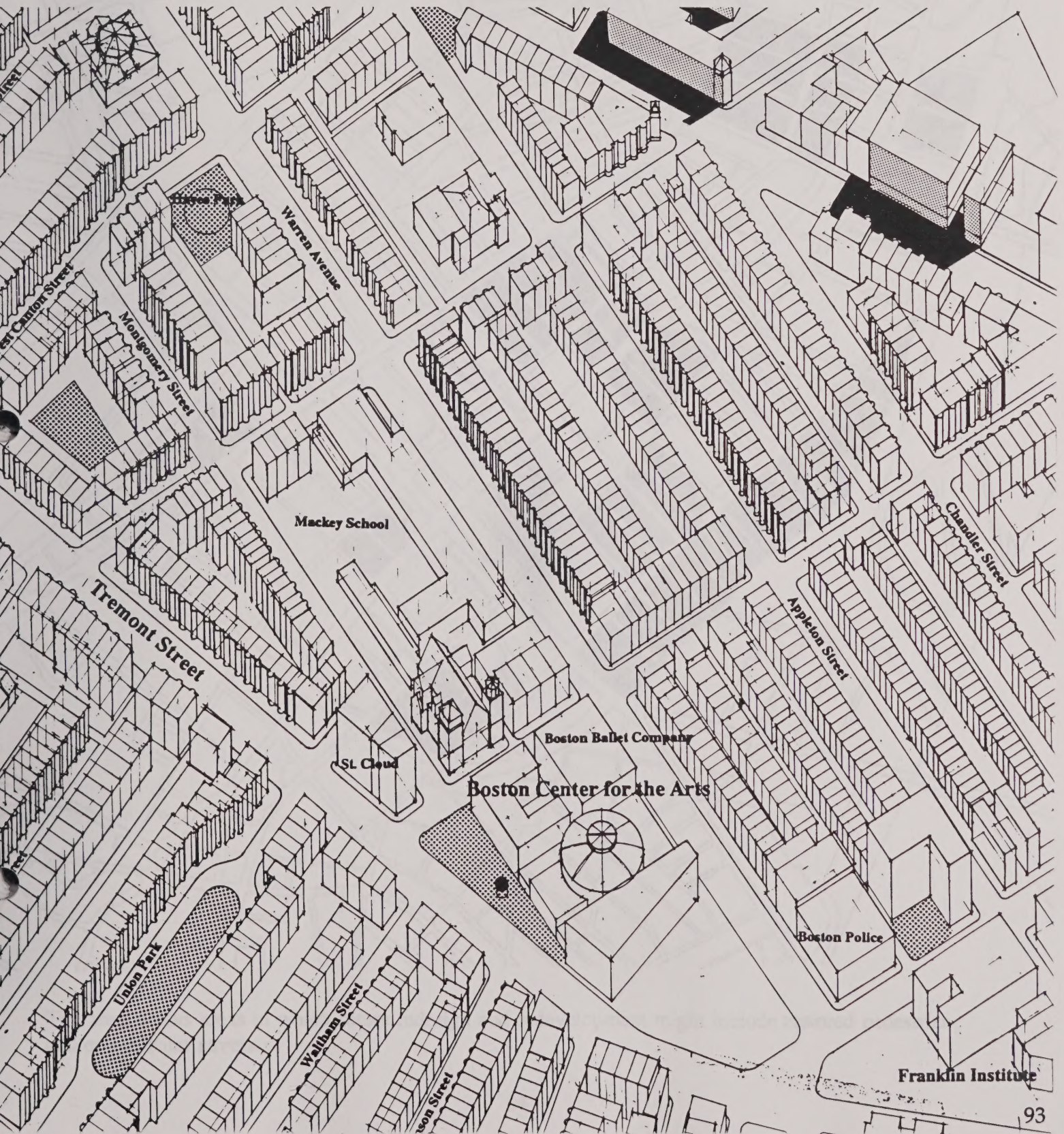


FIGURE 5.2

South End/Lower Roxbury Development Policy Plan

**RESTORED AND EXTENDED HISTORIC STREET BLOCK
PATTERN IN THE SOUTH END/LOWER ROXBURY**

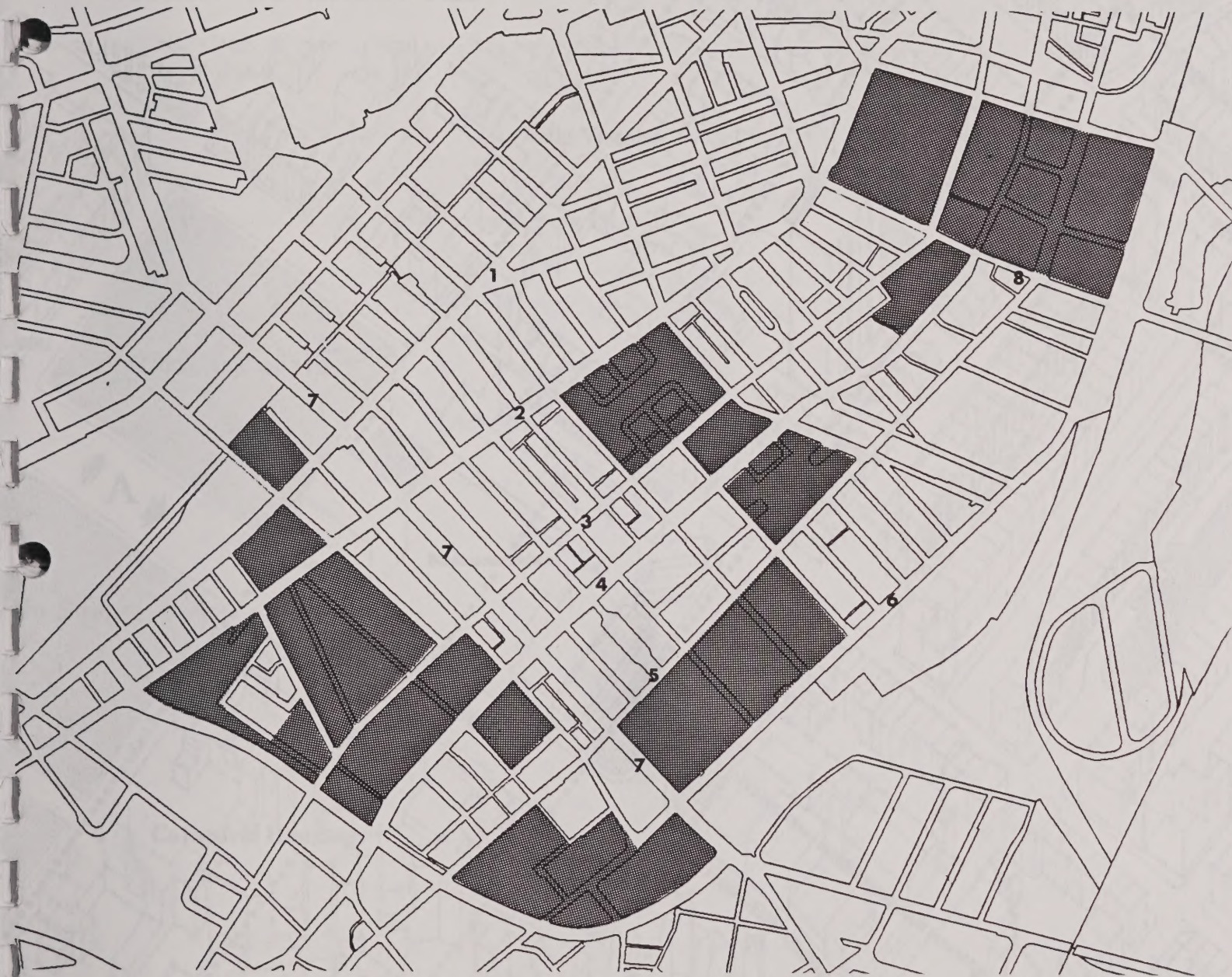


This map shows areas in which future redesign and redevelopment might include restored pedestrian and/or vehicular streets.

FIGURE 5.3

South End/Lower Roxbury Development Policy Plan

**AREAS WHERE STREETS HAVE BEEN
CLOSED TO CREATE SUPERBLOCKS**



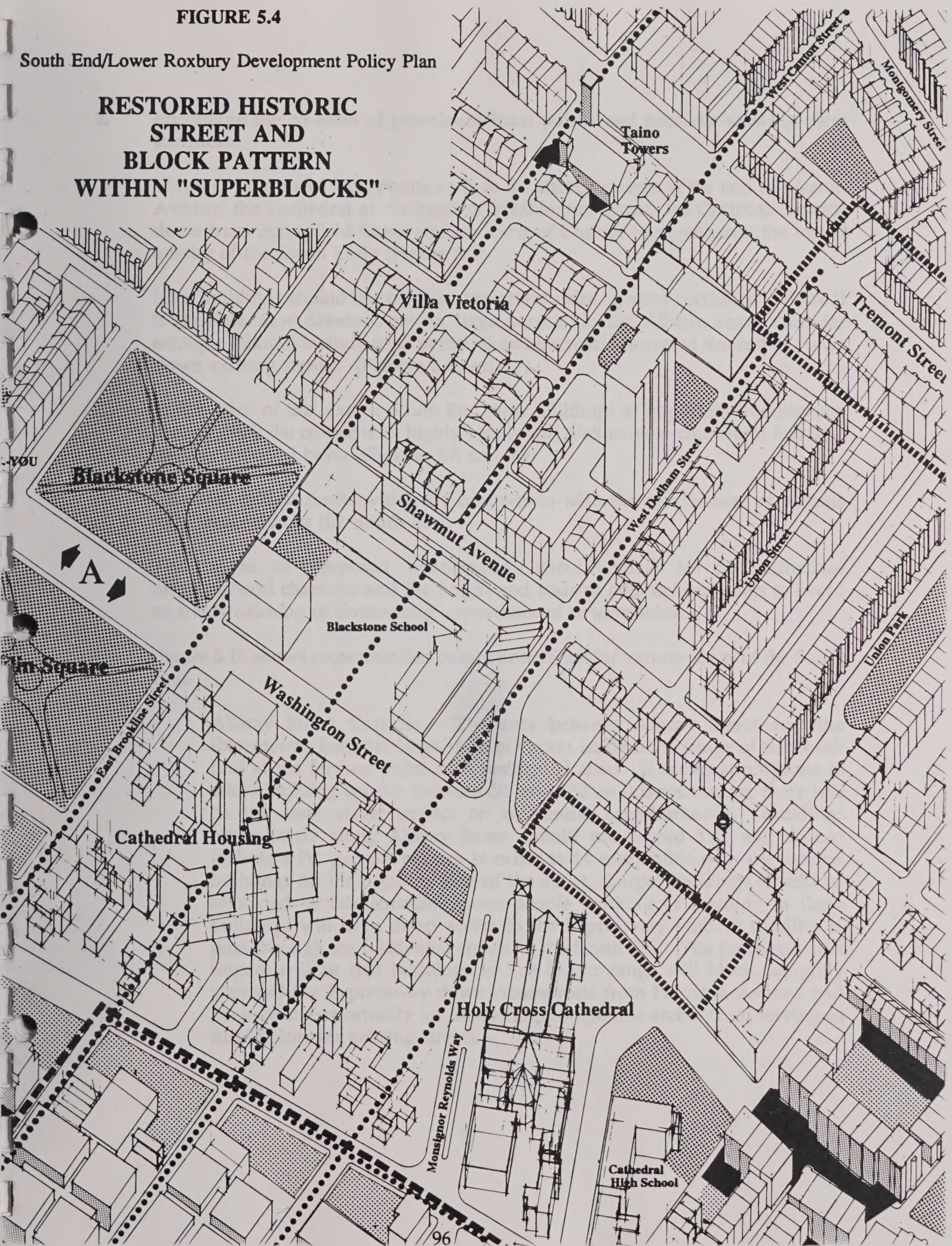
Major Streets:

1. Columbus Avenue
2. Tremont Street
3. Shawmut Avenue
4. Washington Street
5. Harrison Avenue
6. Albany Street
7. Massachusetts Avenue
8. East Berkeley Street

FIGURE 5.4

South End/Lower Roxbury Development Policy Plan

**RESTORED HISTORIC
STREET AND
BLOCK PATTERN
WITHIN "SUPERBLOCKS"**



2. Encourage the creation of prominent focal points and preserve existing view corridors.

Views of prominent focal points such as the church steeple at the end of Warren Avenue, the Cathedral at the bend of Washington Street, the Christian Science dome from Springfield Street and the view of Chester Park, enhance the visual quality of the South End. (Figure 5.5)

New buildings should not obstruct important existing view corridors. Where it is possible, new development on large parcels (in the Albany Street area, for example) should include focal points of architectural interest at the end of views down existing streets. (Figures 5.6 and 5.7)

In the spirit of the historic South End, new buildings at important intersections should mark the corner with highly visible and distinctive architectural features, such as rounded bays. (Figures 5.8 and 5.9)

3. Establish height limits which are compatible with the architecture of various neighborhoods in the South End.

The height of proposed development should relate to the individual neighborhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures.

Figure 5.10 shows recommended height limitations for various areas of the South End.

- **Albany Street Corridor.** The area between Albany Street and the Expressway includes large areas of vacant land on the fringe of the South End at the farthest point from residential areas. It seems appropriate to allow building heights between 30' and 150' in this area where there will be the least visual impact on residential neighborhoods. Buildings immediately along Albany Street should not exceed 110' and should include a 70' parapet setback in order to be compatible with the historic buildings on the opposite side of the street. Larger buildings should be restricted to this corridor where people working or residing in these buildings will have direct access to the Expressway without needing to pass through the residential streets of the South End. The positive visual impact will be that buildings in this height range will block unsightly views of the Expressway down cross-streets from Harrison Avenue and provide an opportunity for interesting, compatible architecture serving as focal points for existing streets.

- **Mid-Rise Areas.** In the medical area (which includes Boston City Hospital, University Hospital and the Boston University Medical School) the height of new buildings should generally be between 30' and 110'.
- **Low-Rise Area.** New building heights should not exceed 70' in order to be consistent with the low-rise residential character of the South End.

The height of buildings along streets significantly affects a person's perception of the street. If the building heights are low in relation to the width of the street, peripheral views down the street are not contained enough to provide "a sense of unifying space." Conversely, tall buildings, forming a continuous "street wall," which have a height much greater than the width of the street, will block sunlight and make the street feel claustrophobic.

The heights of new buildings in the South End should conform to a ratio of street wall height to width of between 1:2 and 1:1. This formula should be the basis of recommended height guidelines on vacant parcels, particularly at the intersections of major streets. (Figures 5.11 and 5.12)

- 4. Build new buildings to conform to prevalent setbacks in order to create distinct, well-defined streets and avenues reminiscent of Tremont Street, Columbus Avenue, and the intimate residential streets in the South End.**

The site layout of new developments should have continuous building facades with set-backs that are in keeping with the historic pattern of the South End. With few exceptions, South End buildings with set-backs such as the industrial buildings along Washington Street between East Berkeley and Herald Streets or the hospital buildings along Harrison Avenue, detract from the urban quality of the South End. (See figures 3 and 4.)

- 5. Build new buildings, which are compatible with the proportions, scale, massing and design features of adjacent buildings.**

New developments should reflect the positive aspects of the existing architectural context of the South End. New buildings should conform to the proportion and scale of historic South End architecture by:

- Using the same proportions of windows, doors and other features of the historic Victorian architecture of the South End. (In the case of residential buildings.)
- Designing facades of new buildings that display proportions, textures and details (such as window bays, stoops, oriels, belt courses, cornice lines, columns, piers and molding) which are compatible with adjacent historic

buildings.

- The mass and scale of new buildings should be consistent with the mass of existing buildings on adjacent blocks.
 - New residential developments should follow the massing of traditional row house buildings that have resulted from the incremental parcelization of typical blocks.
6. Use red brick as the primary construction material for new buildings in keeping with historic South End and Lower Roxbury architecture except in areas where other materials are predominant.
 7. Build attractive fences around community gardens which are compatible with the design of adjacent buildings.
 8. Create streets with trees, plantings, appropriate sidewalk paving and public parks in the tradition of historic streets such as Union Park or Rutland Square.

Building Height Limits

The Development Policy Plan reviews height limits (to be incorporated into the City of Boston Zoning Code) in the Harrison Avenue-Albany Street Area, an area of high economic growth potential. Figure 5.10 shows recommended height limits for various areas of the South End.

These height limits will allow for extensive development in areas of high growth potential while protecting against the detrimental impacts of high-rise buildings on the architectural integrity of the South End.

These recommended height limits reflect an urban design concept set forth in the Development Policy Plan: that the area closest to the expressway be designated for high-rise development which incrementally steps down to the mid-rise scale of buildings along Albany Street, and finally to the low-rise scale that predominates in the rest of the South End.

FIGURE 5.5

South End/Lower Roxbury Development Policy Plan

MAJOR FOCAL POINTS AND EXISTING VIEW CORRIDORS



Examples of existing focal points and view corridors:

1. Views of the Holy Cross Cathedral along Washington Street.
2. View of church steeple at the end of Warren Avenue.

Future development parcels that offer the opportunity to create architectural focal points that terminate existing view corridors:

3. View of the Berkeley Street community gardens from Berkeley Street.
4. View of the Boston Center for the Arts parcel from East Berkeley Street.
5. View at the end of Shawmut Avenue at East Berkeley Street.
6. View down cross streets from Washington Street and Harrison Avenue of the Flower Market and the Boston University Medical Area.
7. View of the Albany Street and the South End Economic Development Area from the Southeast Expressway traveling south.
8. View of development in the Boston University Medical Area and the Flower Market from the Southeast Expressway travelling north.

FIGURE 5.6

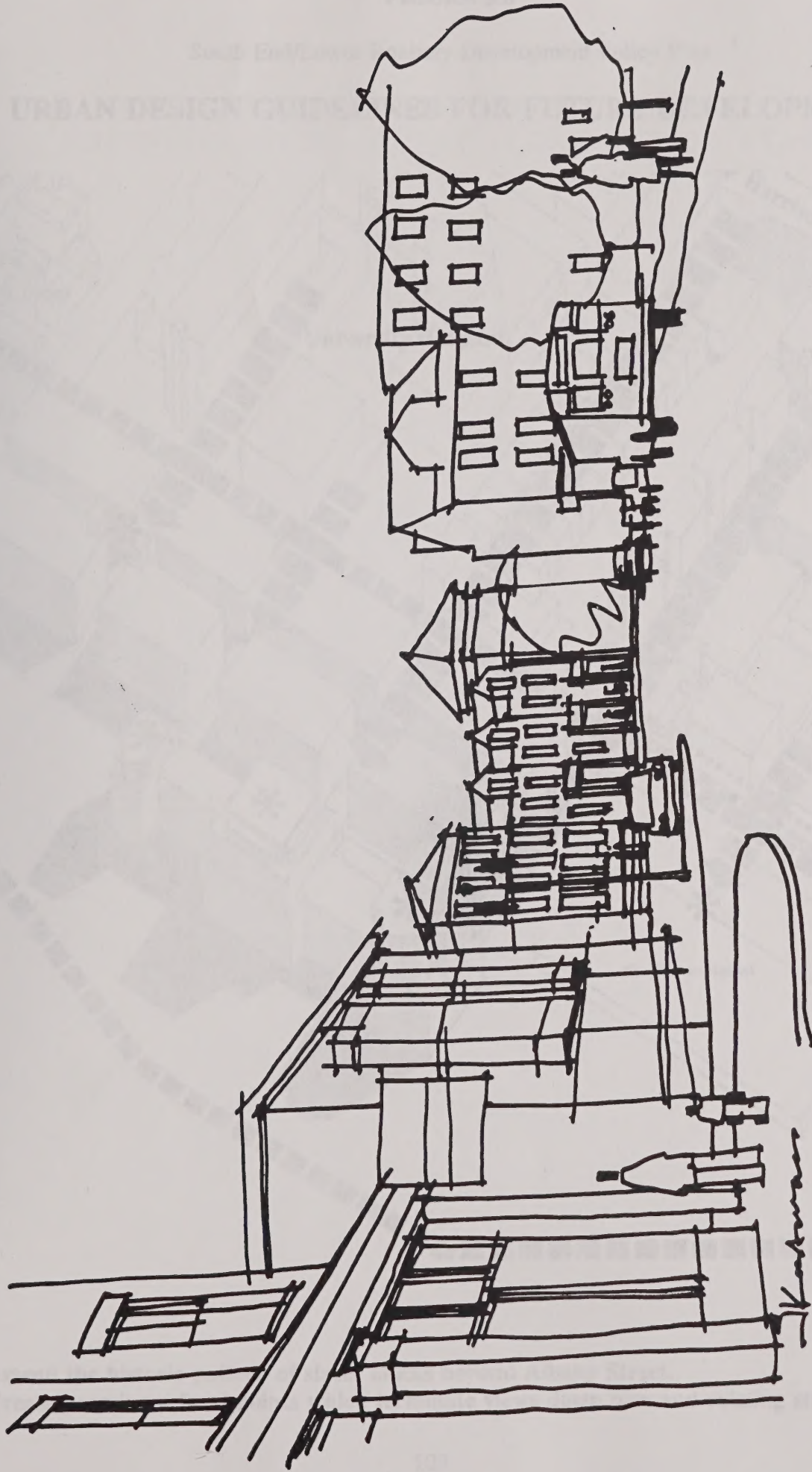
South End/Lower Roxbury Development Policy Plan

**VIEW OF THE ALBANY STREET AREA DOWN THE
CROSS-STREETS FROM HARRISON AVENUE**



An opportunity for future development on large parcels along Albany Street to include focal points of architectural interest at the end of view corridors down existing streets.

South End/Lower Roxbury Development Policy Plan

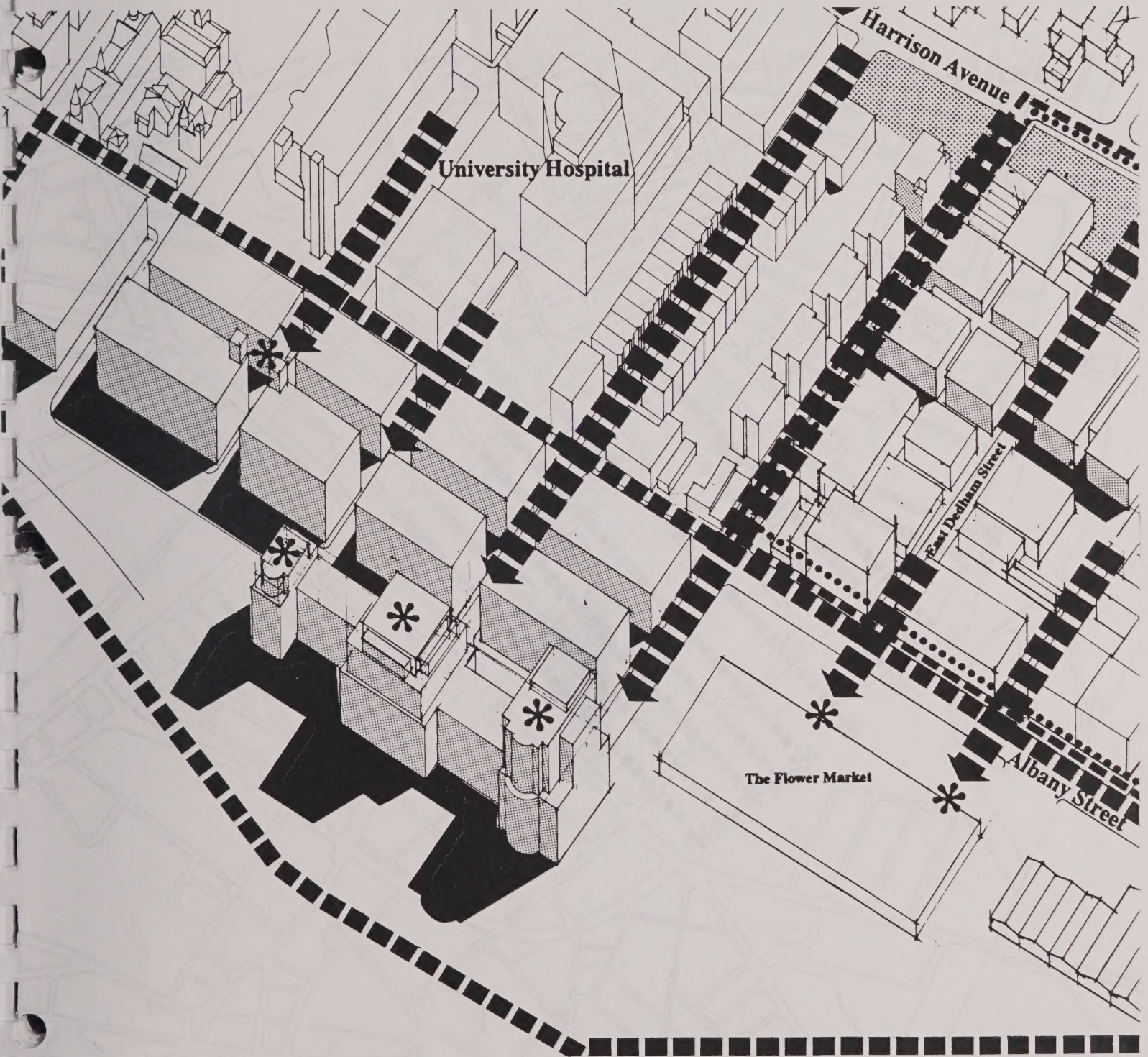


Potential residential development on the vacant parcel at Shawmut Avenue and East Berkeley Street: an opportunity to create an architectural focal point at the end of Shawmut Avenue.

FIGURE 5.8

South End/Lower Roxbury Development Policy Plan

URBAN DESIGN GUIDELINES FOR FUTURE DEVELOPMENT

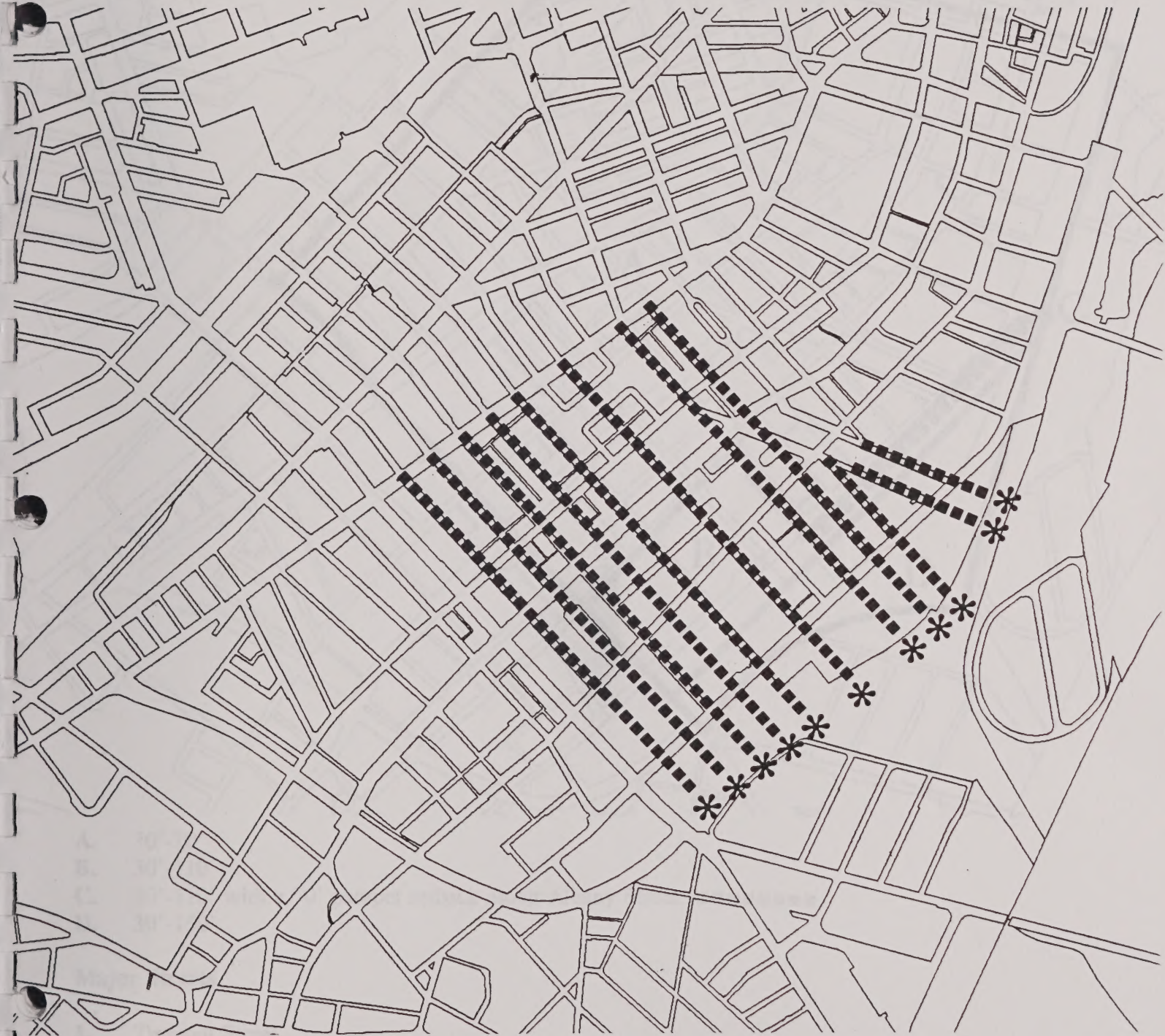


- Extend the historic pattern of street blocks beyond Albany Street.
- Create prominent focal points which terminate views down new and existing streets.

FIGURE 5.9

South End/Lower Roxbury Development Policy Plan

**EXTENDED HISTORIC STREETS WITH VIEWS OF
POTENTIAL FOCAL POINTS ALONG ALBANY STREET**



1. Journal Avenue
2. Washington Street
3. Harrison Avenue
4. Albany Street
5. Massachusetts Avenue

FIGURE 5.10

South End/Lower Roxbury Development Policy Plan

BUILDING HEIGHT GUIDELINES



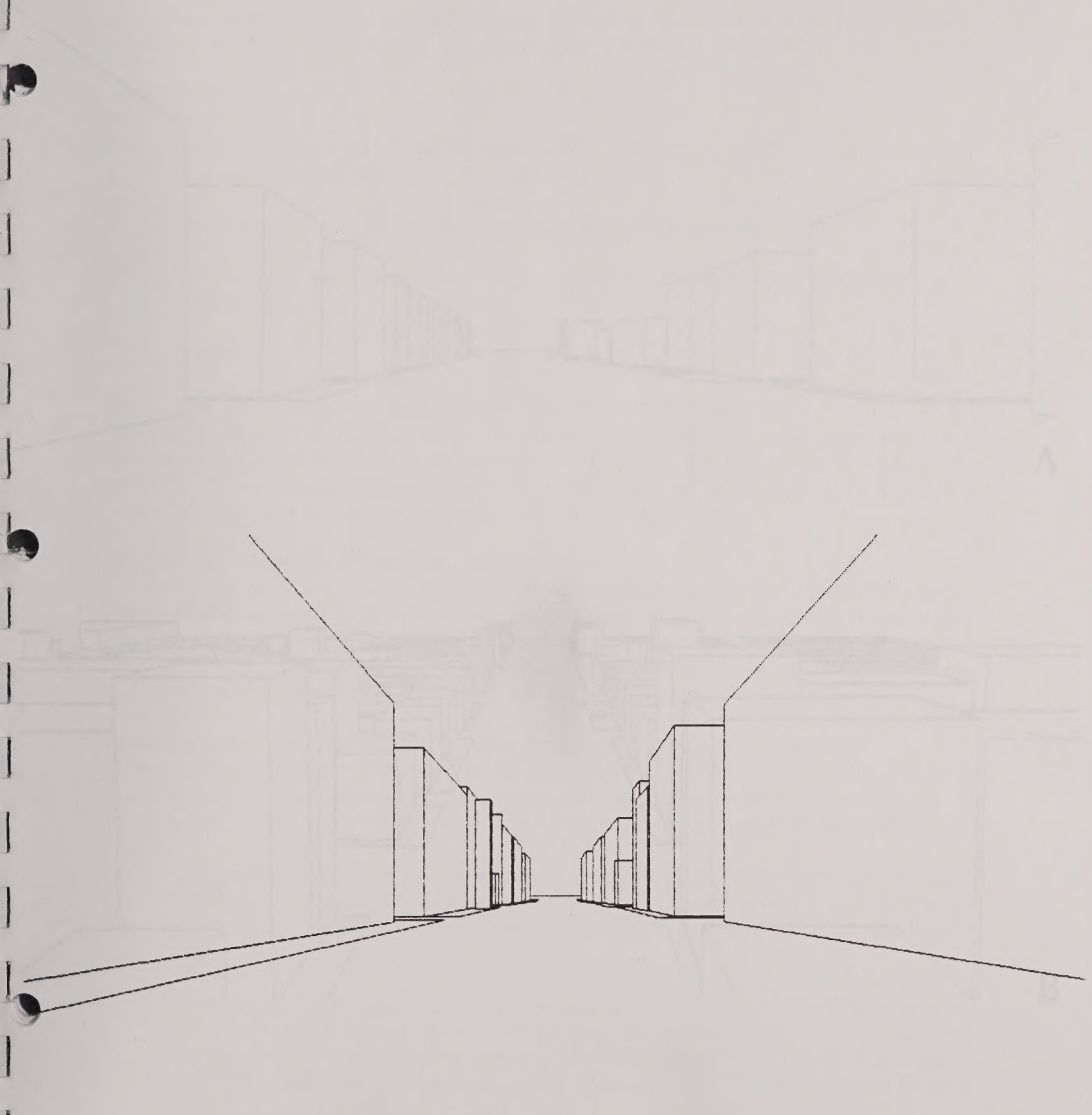
- A. 30'-70'
- B. 30'-110'
- C. 30'-110' with a 70' parapet setback along Albany Street ■■■■■■■■
- D. 30'-150'

Major Streets

- 1. Tremont Street
- 2. Shawmut Avenue
- 3. Washington Street
- 4. Harrison Avenue
- 5. Albany Street
- 6. Massachusetts Avenue

FIGURE 5.11

South End/Lower Roxbury Development Policy Plan



Building Height: Street Width 1:1 Ratio

FIGURE 5.12

South End/Lower Roxbury Development Policy Plan

GOAL 2 ECONOMIC AND BUSINESS DEVELOPMENT

Encourage diverse economic and business development opportunities for South End and Lower Roxbury residents which will directly add jobs in the community.

OBJECTIVES:

- Strengthen and expand the business and economic sectors in the community.

- Encourage higher density development in areas with high potential for economic development.

- Provide a mix of uses and employment opportunities in the community.

STRATEGY:

Encourage a mix of uses, businesses and creation of new buildings. The Development Policy Plan provides a mix of building heights and the Southeast Expressway available for development as well as the creation of new commercial and public land development projects. (Section 5.13, page 175)

Neighborhoods and Opportunities

As part of the public land development policy, the City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

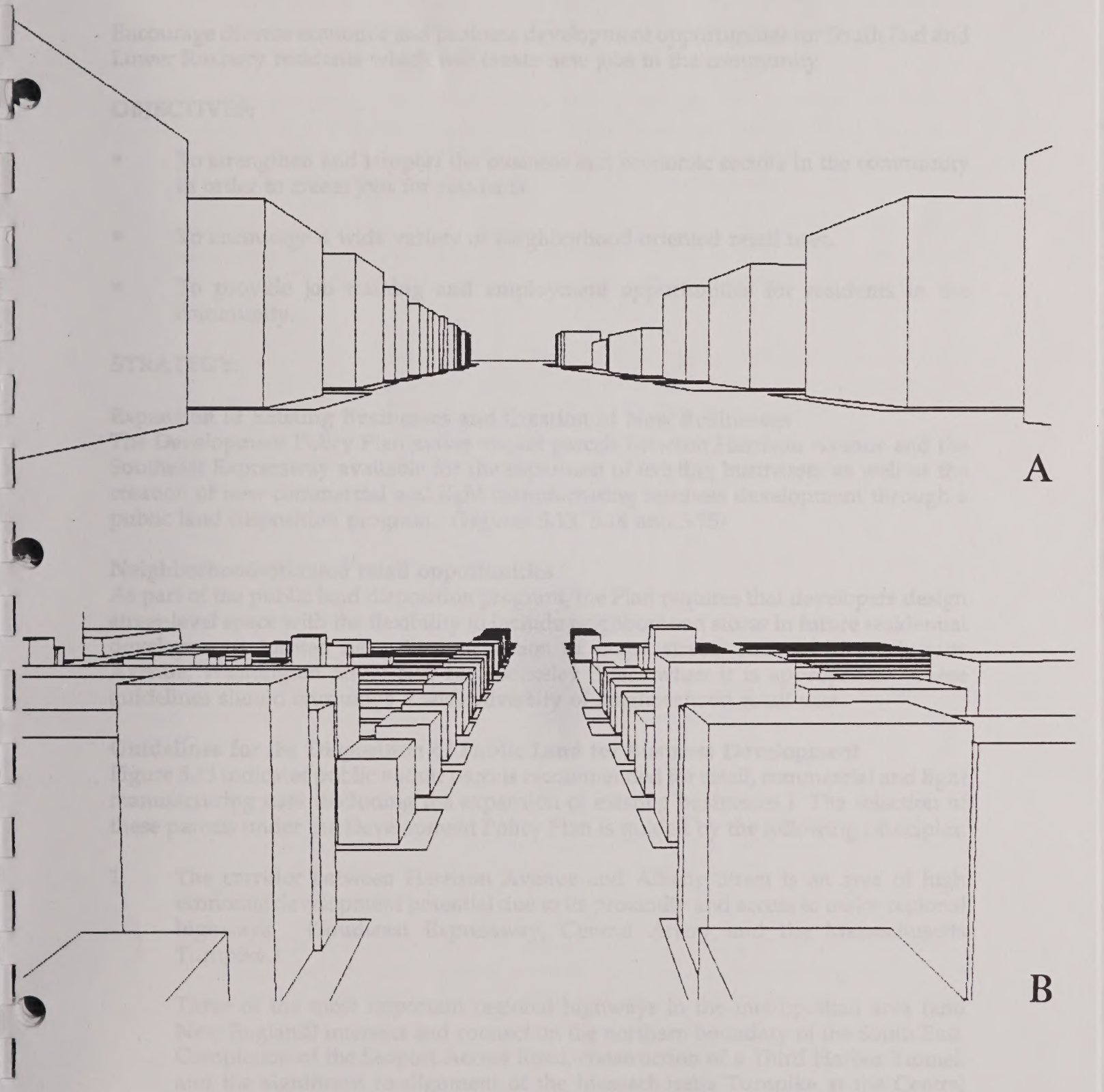
The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.

The City of Boston has identified several areas for development. These areas are located in the South End and Lower Roxbury neighborhoods.



- A. Building Height: street width 1:2 ratio.
- B. 1:2 Ratio with taller buildings at the intersections of major streets.

GOAL 2 ECONOMIC AND BUSINESS DEVELOPMENT

Encourage diverse economic and business development opportunities for South End and Lower Roxbury residents which will create new jobs in the community.

OBJECTIVES:

- To strengthen and support the business and economic sectors in the community in order to create jobs for residents.
- To encourage a wide variety of neighborhood oriented retail uses.
- To provide job training and employment opportunities for residents in the community.

STRATEGY:

Expansion of Existing Businesses and Creation of New Businesses

The Development Policy Plan makes vacant parcels between Harrison Avenue and the Southeast Expressway available for the expansion of existing businesses as well as the creation of new commercial and light manufacturing business development through a public land disposition program. (Figures 5.13, 5.14 and 5.15)

Neighborhood-oriented retail opportunities

As part of the public land disposition program, the Plan requires that developers design street-level space with the flexibility to include neighborhood stores in future residential developments located near the intersection of major streets such as Massachusetts Avenue, Washington Street and East Berkeley Street when it is appropriate. These guidelines should encourage a wide diversity of neighborhood retail uses.

Guidelines for the Disposition of Public Land for Business Development

Figure 5.13 indicates public vacant parcels recommended for retail, commercial and light manufacturing uses (including the expansion of existing businesses.) The selection of these parcels under the Development Policy Plan is guided by the following principles:

1. The corridor between Harrison Avenue and Albany Street is an area of high economic development potential due to its proximity and access to major regional highways. (Southeast Expressway, Central Artery and the Massachusetts Turnpike.)

Three of the most important regional highways in the metropolitan area (and New England) intersect and connect on the northern boundary of the South End. Completion of the Seaport Access Road, construction of a Third Harbor Tunnel, and the significant re-alignment of the Massachusetts Turnpike at the Central

Artery interchange will allow a direct access to Logan Airport, through the Seaport Access road and the Third Harbor Tunnel. These highway improvements will also allow greater access to the South End and from Downtown Boston, and other parts of the City. (Figure 5.16.1)

The Development Policy Plan capitalizes on this growth potential by making vacant land in the Harrison Avenue-Albany Street corridor (with the exception of in-fill parcels in the residential enclaves within this area) available for business development which will create jobs for South End residents.

Another rationale for this guideline is the fact that traffic generated by future development in the Harrison Avenue-Albany Street area will have easy direct access to adjacent roadways without having to go through residential areas of the South End.

2. Historically, the South End and Lower Roxbury have included mix-use areas around major intersections and along important boulevards where an individual building would house several types of uses. Typically, neighborhood stores would occupy the street-level of larger buildings with housing or office uses on the upper levels. This architectural "model" has allowed for a vibrant mix of neighborhood - oriented uses and contributing toward the diversity and liveability of the South End and Lower Roxbury.

The Plan designates those vacant parcels in areas where this historic "model" can be applied combining residential development on the upper floors with space for retail opportunities on the street-level. (Figure 5.17)

South End Economic Development Area

The corridor between Harrison Avenue and the Southeast Expressway will have major development potential over the next 10-20 years. The assessment of this area as a future major growth area is based on several factors:

- **Current business development:** At present the Harrison Avenue Corridor already includes a broad mix of uses and wide range of viable business activity attracted to the South End by affordable commercial rents and the strategic location of this area. The South End and Lower Roxbury is home to at least twenty-two light manufacturing firms which employ over 5000 workers.⁹ Boston University Medical Center, located prominently in this Corridor, currently employs 7500 workers. The BioSquare development, one of the first major biomedical centers under construction in the City, will be a prime catalyst for business development in this Corridor and an important source of new jobs,

⁹ See Table 3.1, Chapter 3, "Social and Economic Profile."

particularly for South End/Lower Roxbury residents. Other long-standing businesses include start-up ventures, service sector firms, graphics and printing firms, soft-ware companies as well as retail and wholesale enterprises such as the network of companies that cater to the regional wholesale flower industry centered in the South End.

- **Extensive amount of land available for future development and business expansion:** Several acres of vacant and under-utilized land offer the potential for both future expansion of existing businesses and development of new businesses. These land holdings include both private and public-owned parcels which can provide public agencies a direct role and significant leverage in encouraging and guiding future economic development. (See Figure 2.8, P.38 and 39.) The dismantling of the Massachusetts Avenue viaduct and the construction of the Massachusetts Avenue connector (as part of the Central Artery/Third Harbor Tunnel Project) will create several acres of new land with development potential within this Corridor (See Figure 6.14, P.159.) Development rights to this new land, commonly referred to as "Parcel Q", have been granted to University Associates, developers of the BioSquare project, pursuant to a Land Disposition Agreement. The zoning of "Parcel Q" will be governed by a Boston Redevelopment Authority approved Master Plan.
- **Strategic Location:** The Harrison Avenue Corridor is strategically located at the juncture of three major regional highways (Turnpike, Southeast Expressway and the Central Artery.)

To better understand the future development potential of the South End EDA, this area needs to be viewed in a city - wide context. Completion of the Seaport Access Road, construction of the Third Harbor Tunnel, and the significant re-alignment of the Massachusetts Turnpike at the Central Artery interchange will allow direct access to Logan Airport International Airport. These highway improvements will also allow greater access from the South End to Downtown Boston and the entire Metropolitan area. It is estimated that this area will be an eight minute drive to Logan International through the Third Harbor Tunnel. (Figure 5.16.1 and 5.16.2) The proposed Massachusetts Avenue Connector access road is an important public initiative which further enhance the development potential of this area. Collaborative efforts among public agencies and University Associates, the developers of the BioSquare project, ensure that the Connector will serve as a highly visible gateway to the City of Boston from the south and make the neighborhoods of the South End/Lower Roxbury accessible to major regional highways.

There is a significant opportunity to encourage economic development and create jobs in this corridor by capitalizing on this growth potential.

Toward this end, the Development Policy Plan creates a special zoning district - the South End Economic Development Area (EDA) - in the Harrison Avenue corridor in order to encourage diverse business development opportunities and accommodate the expansion of existing businesses, creating a wide range of jobs for South End and Lower Roxbury residents. Under this strategy, the South End EDA will be the focus of several planning initiatives to lay the groundwork for economic growth in the South End and Lower Roxbury which are described below:

1. New Zoning

New zoning will allow a broad spectrum of commercial development which is sensitive to the needs and interests of the community and appropriate to the architectural scale and character of the surrounding neighborhoods. The establishment of the South End EDA recognizes the extent to which this area has historically served as an important manufacturing area providing jobs for South End and city residents.

2. Crosstown Initiative ¹⁰

The South End EDA is an important link in the Boston Redevelopment Authority's Crosstown Initiative. The Crosstown concept is a response to adjustments in the Greater Boston economy. The impetus for future economic growth is shifting from the computer and defense-based industries located around Routes 128/95 and 495 in the suburbs, to areas where industries such as health care, biotechnology, education, research and technology-based product development and manufacturing are located. Boston's Crosstown area, which includes the Harrison Avenue corridor, Allston Landing, Longwood Medical Area, Ruggles Center, South Bay, the Melnea Cass Corridor and the Boston Marine Industrial Park, is a prime location for these growth industries. With over 90,000 people working in these industries and many thousands more in other sectors, Crosstown forms the largest concentration of employment in Massachusetts after downtown Boston. The Crosstown Initiative ties together private investment of educational institutions, hospitals, research and development companies and biotechnology plants with public investment in transit, transportation systems and infrastructure.

3. Market the benefits of the South End EDAs strategic location to potential commercial and light manufacturing enterprises.

There is a real opportunity in the South End EDA, as part of the Crosstown Initiative, to compete with the suburbs for future business development. The South End EDA has the potential to offer the same

¹⁰ excerpted from "Planning and Development Priorities for Boston, " BRA 1992

advantages that make the suburbs attractive - accessibility, affordable land costs and rent, good transportation, labor force, parcels that allow for large floor-plates - plus some additional attributes such as the proximity to the airport, medical institutions and distinctive residential neighborhoods.

4. The Circumferential Transit Line ¹¹.

The Boston Redevelopment Authority is proposing a Circumferential Transit Line which will link Boston's existing radial transit and commuter rail lines to substantial growth areas such as the South End EDA, the Boston City Hospital, BioSquare and Ruggles Center. Improved mass transit connections will permit future growth of these areas, and at the same time reduce traffic congestion and improve the quality of life in adjacent neighborhoods.

In the South End and Lower Roxbury, the proposed transit line will use the existing Melnea Cass Boulevard connecting the Longwood Medical Area, Ruggles Center, Boston City Hospital, the Boston University Medical Area, Biosquare, and terminating at South Station, serving both residents and future employees working in these areas.

Further planning of this proposal should include review by the South End/Lower Roxbury community, and the South End/Lower Roxbury Development Policy Plan should serve as the framework within which this proposed transit line is considered.

The Newmarket Industrial Development Area

Newmarket Industrial Development Area, recently zoned as part of the Roxbury Neighborhood Zoning District, includes the area of Lower Roxbury along the Melnea Cass Boulevard. Zoning in the Newmarket IDA allows uses which can provide jobs to residents of the South End and Lower Roxbury. (Figures 4.2 and 4.3)

Economic Development Plan for the Crosstown Industrial Park

The Economic Development and Industrial Corporation of Boston (EDIC) proposes an Economic Development Plan (EDP) for the Crosstown Industrial Park in the South End and Lower Roxbury (which includes the Newmarket Industrial Area and the BioSquare Project) with the objective of creating jobs and economic benefits for City residents. To meet this objective, legislation gives EDIC the legal tools to attract and support business development in areas such as the Crosstown Industrial Park - the power of eminent domain and the ability to receive grants, to buy and sell property and to borrow money and finance projects through revenue bonds. Under existing legislation, the EDP, which must be approved by the City Council and the Mayor, is the legal basis and requirement

¹¹ excerpted from "Planning and Development Priorities for Boston," BRA, 1992

for the granting of such powers. The EDP for the Crosstown area creates an opportunity and focus for coordinated action by public agencies such as the Economic Development and Industrial Corporation (EDIC,) the Boston Redevelopment Authority (BRA,) the Transportation Department (BTD) and the MBTA, (if the proposed Circumferential Transit Line, discussed above, becomes an element of this Plan.) The proposed EDP in the Crosstown Area generally reflects the goals and objectives of the South End/Lower Roxbury Development Policy Plan, and potentially serves as a step in the implementation of the Development Policy Plan. Community residents should, nevertheless, have the opportunity to study this proposal through a well-coordinated public review process.

Construction and Permanent Employment

Future commercial and institutional developers should enter into a Cooperation Agreement with appropriate public agencies which commits them to do the following:

1. Provide monitoring during construction to ensure compliance with the Boston Residents Construction Ordinance in addition to consulting and making information available to The Boston Employment Commission, the respective Project Advisory Committee (PAC) and appropriate community groups.
2. Incorporate into all construction contracts a commitment by all parties to comply with the Boston Residents Construction Ordinance.
3. Comply with Minority Business Enterprise and Women Business Enterprise standards and provide appropriate monitoring.
4. The future developer should create a hiring plan for South End/Lower Roxbury residents which include local solicitation, local advertising and community monitoring through the respective Project Advisory Committee and appropriate community groups.
5. The future developer should agree to work with the City of Boston, related agencies and community-based organizations to maximize the hiring of South End and Lower Roxbury residents to permanent jobs.

Job Training

1. Under the City of Boston Zoning Code (pursuant to Article 26A and 26B,) projects over 100,000 GSF require submission of a Development Impact Project Plan. (DIPP) As part of the DIPP Agreement, future developers should be required to develop a job training program in association with the respective Project Advisory Committee (PAC) and other appropriate community-based organizations.
2. As required under the City of Boston Zoning Code, proponents of Development Impact Projects must contribute jobs linkage funds to the Jobs Trust, and submit, in cooperative effort with the community, a Job Creation Proposal for use of funds to benefit the South End/Lower Roxbury Community. In accordance with the jobs linkage formula, developers are required to contribute \$ 1 per square foot of the development in excess of 100,000 square feet, to the city's jobs linkage trust.

Formation of a South End/Lower Roxbury Business Association

The plan encourages the formation of a district-wide association of businesses (modeled on the Newmarket Business Association) that will work with community-based organizations and other social service agencies to match job openings with South End/Lower Roxbury residents in search of employment. By acting as a sort of joint "job resources center", the business community and the network of community-based organizations can work collaboratively to keep wages in the neighborhood which will, in turn, be invested by residents in the purchase of goods and services at local South End/Lower Roxbury stores and other businesses. The Newmarket Business Association, which includes many South End/Lower Roxbury businesses located in the Harrison Avenue Corridor, could be encouraged to take on this additional role.

FIGURE 5.13

South End/Lower Roxbury Development Policy Plan

Quadrant 3

BUSINESS DEVELOPMENT

Expansion of existing businesses and the creation of new businesses



Public vacant parcels recommended for future commercial development or light manufacturing (including the expansion of existing businesses).

South End Economic Development Area
Newmarket Industrial Development Area

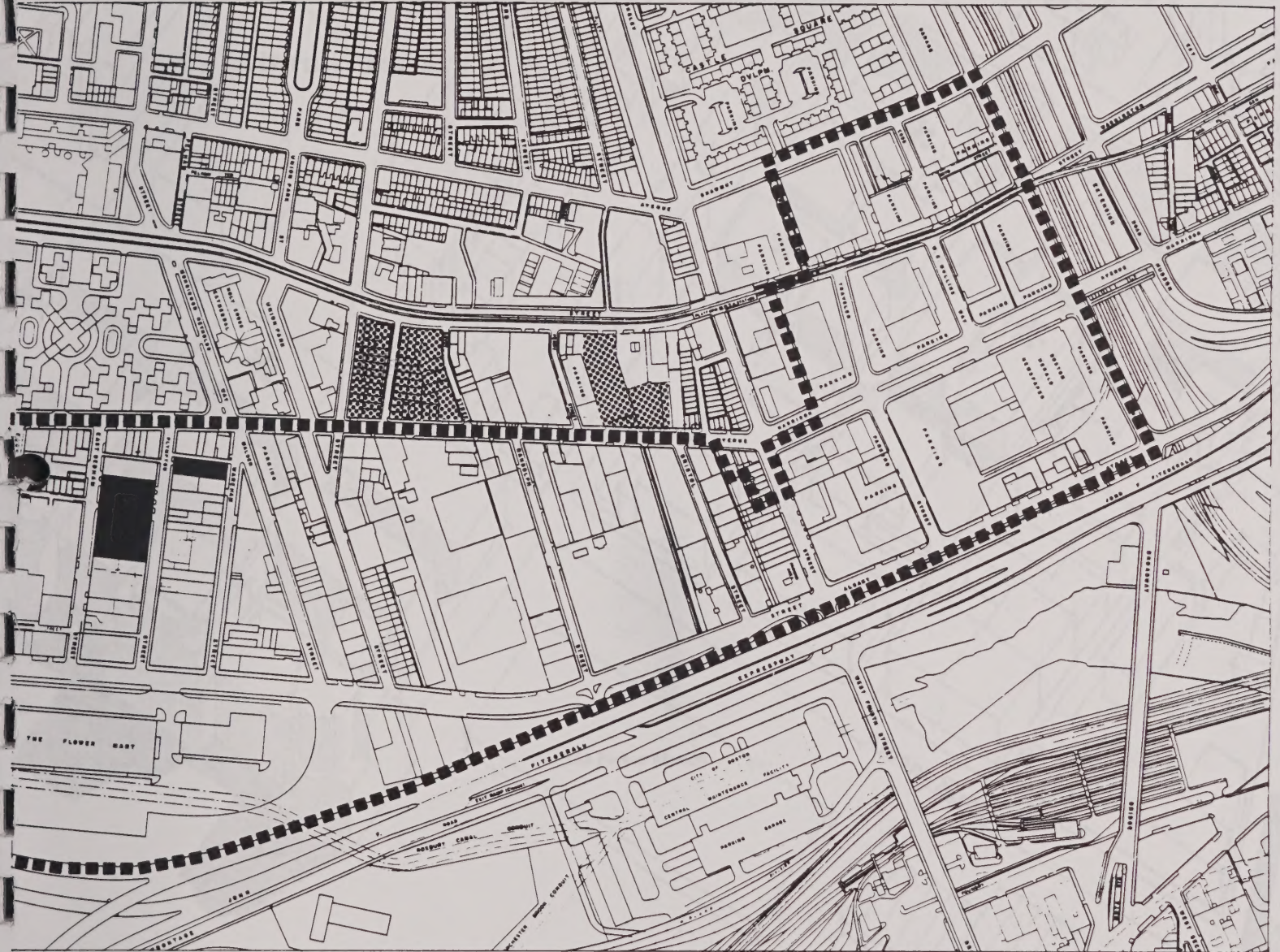
FIGURE 5.13

South End/Lower Roxbury Development Policy Plan

Quadrant 4

BUSINESS DEVELOPMENT

Expansion of existing businesses and the creation of new businesses



Public vacant parcels recommended for future commercial development or light manufacturing (including the expansion of existing businesses).



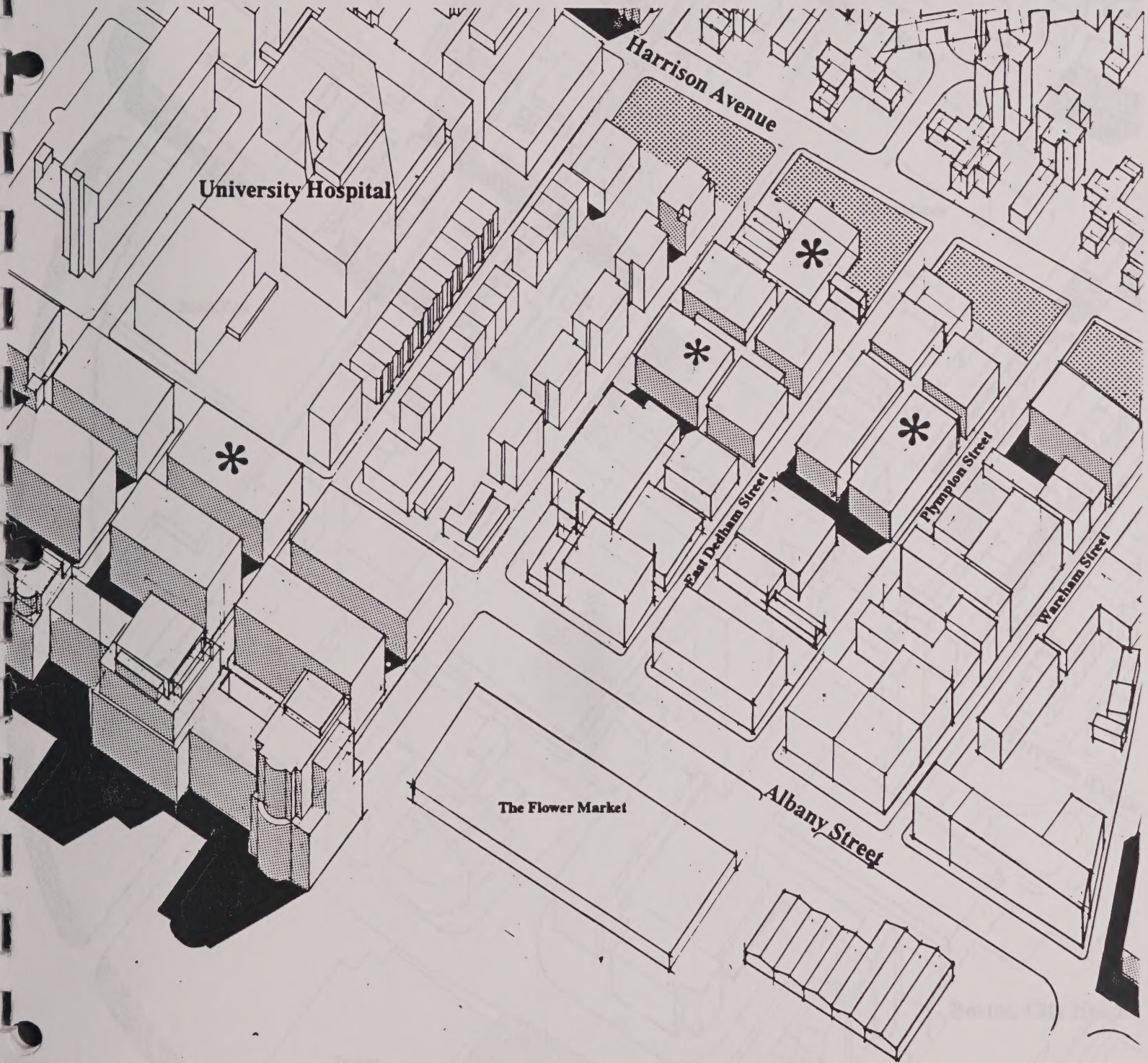
Public vacant parcels recommended for mixed-use development.



South End Economic Development Area

South End/Lower Roxbury Development Policy Plan

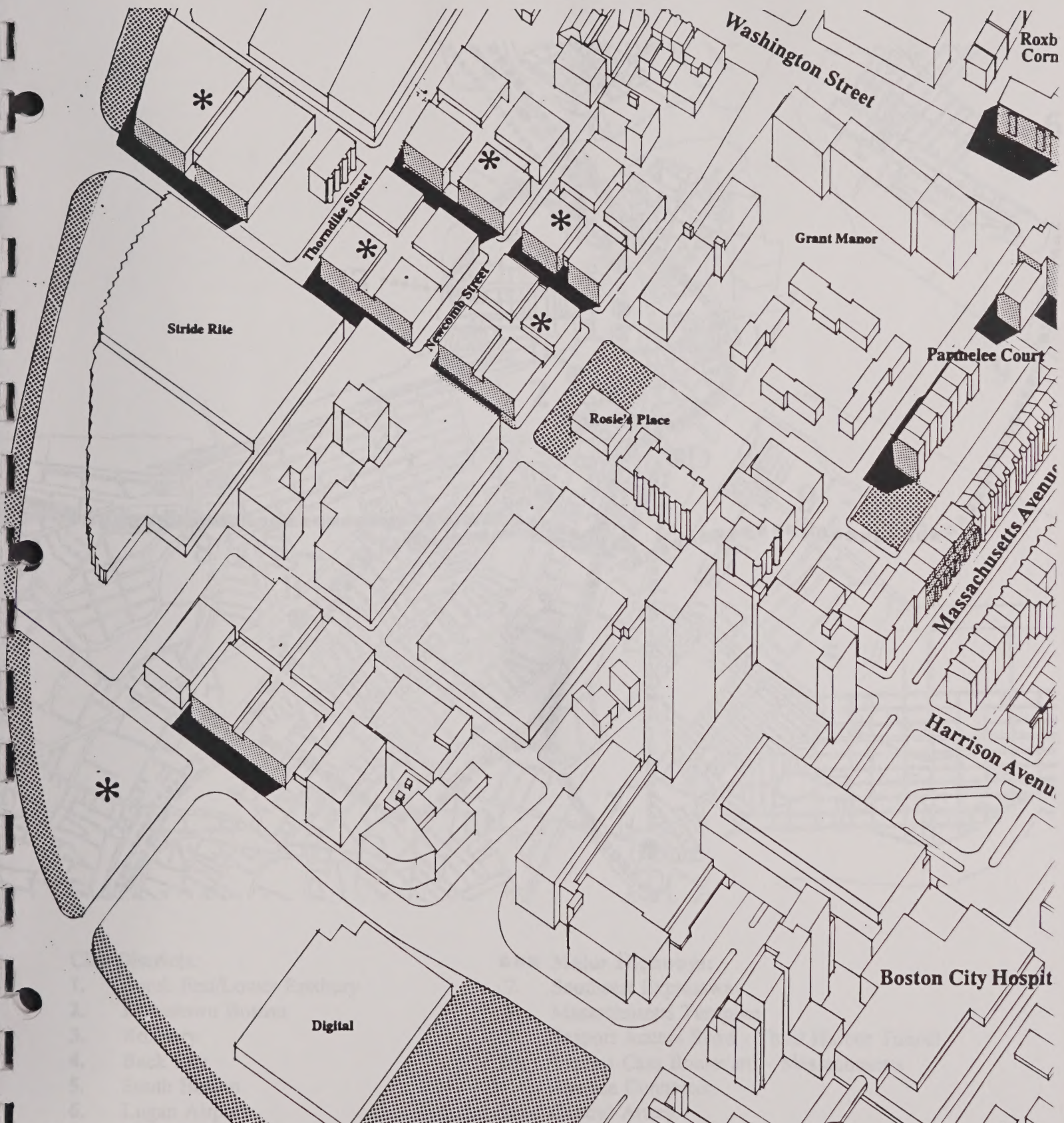
SOUTH END ECONOMIC DEVELOPMENT AREA



* Business expansion and development on public and private vacant and under-utilized land with the potential to provide new jobs for South End/Lower Roxbury residences.

FIGURE 5.15

NEWMARKET INDUSTRIAL DEVELOPMENT AREA IN LOWER ROXBURY



* Expansion of existing businesses and development of new businesses on public and private vacant and under-utilized parcels with direct access to the Melnea Cass Boulevard.

FIGURE 5.16.1

SOUTH END/LOWER ROXBURY MAJOR TRANSPORTATION CORRIDORS



City Districts:

1. South End/Lower Roxbury
2. Downtown Boston
3. Roxbury
4. Back Bay
5. South Boston
6. Logan Airport

Major Highways:

7. Southeast Expressway
8. Massachusetts Turnpike
9. Seaport Access Road - Third Harbor Tunnel
10. Melnea Cass Boulevard - Massachusetts Avenue Connector
11. Central Artery

Key to Figure 5.7 continued on next page

SOUTH END/LOWER ROXBURY MAJOR TRANSPORTATION CORRIDORS

.... **Public Transit**

- 12. Southwest Corridor - Orange Line
- 13. Red Line

● **Major Stations:**

- A. Ruggles Center
- B. Massachusetts Avenue
- C. Back Bay
- D. South Station
- E. Broadway

■ ■ ■ Commuter Rail and AMTRAK

1. South End Economic Development Area
2. Newmarket Industrial Development Area
3. Boston University Medical Area
4. Longwood Medical Area
5. Ruggles Center
6. South Station
7. Dudley Station
8. Proposed Commuter Rail/Orange Line Public Transit Loop
9. Future Orange Line Replacement Service on Washington Street

==> Major regional highways

.... Existing Public Transit

..... Potential Washington Street/Albany Street Public Transit Loop with connections to the Commuter

==>==> Commuter Line

FIGURE 5.16.2

South End/Lower Roxbury Development Policy Plan

STRATEGIC LOCATION OF THE SOUTH END
ECONOMIC DEVELOPMENT AREA



1. South End Economic Development Area
2. Newmarket Industrial Development Area
3. Boston University Medical Area
4. Longwood Medical Area
5. Ruggles Center
6. South Station
7. Dudley Square
8. Proposed Crosstown Bioscience Public Transit Line
9. Future Orange Line Replacement Service on Washington Street

■ ■ ■ Major regional highways

... Existing Public Transit

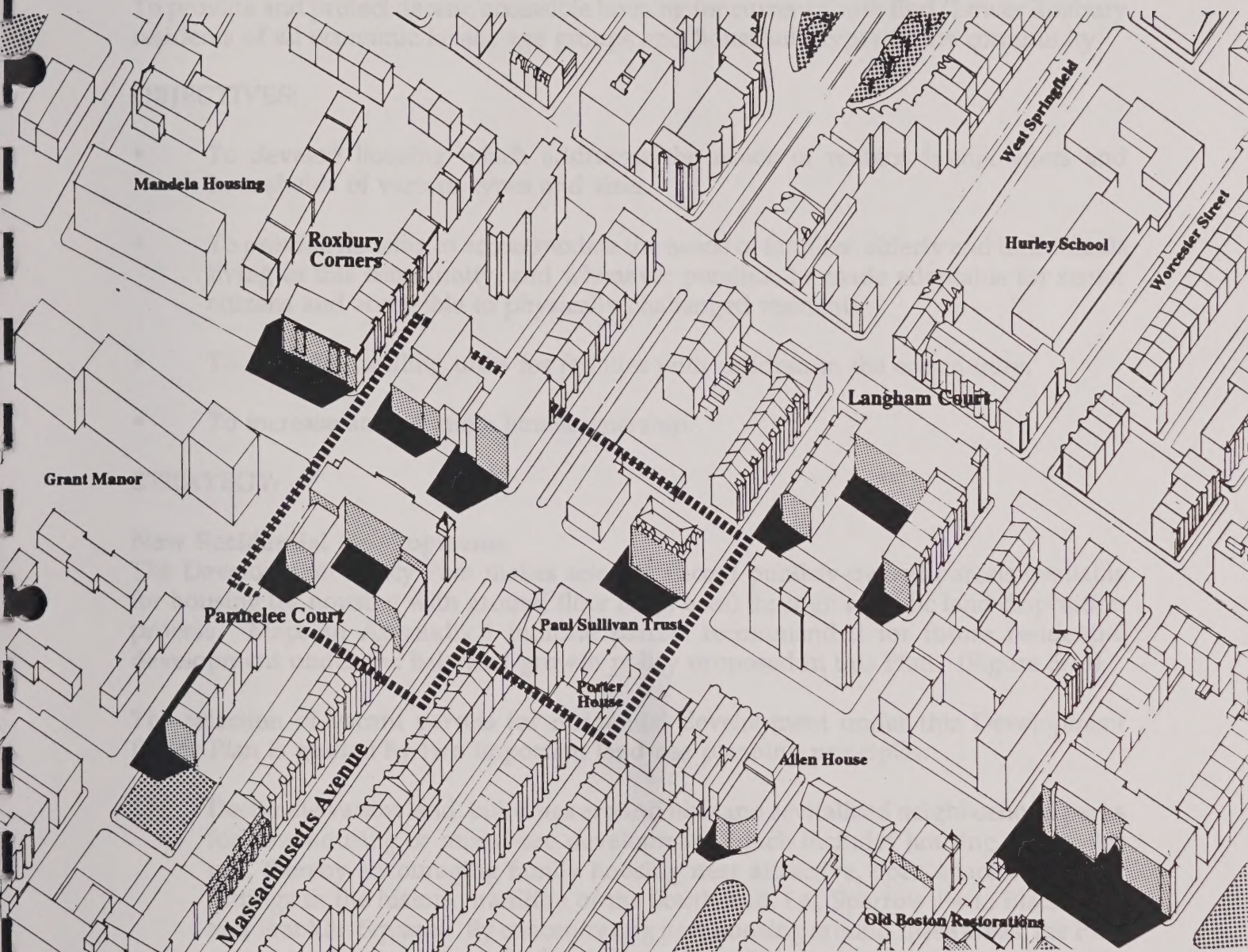
■■■■■ Potential Washington Street/Albany Street Public Transit Loop with connections to the Crosstown

■ ■ ■ ■ ■ Bioscience Line

FIGURE 5.17

South End/Lower Roxbury Development Policy Plan

NEIGHBORHOOD-ORIENTED RETAIL OPPORTUNITIES



Areas around major street intersections offer future opportunities for street level neighborhood retail uses.

- The Development Policy Plan zones these areas such as the Massachusetts Avenue-Washington Street intersections (shown above) for retail uses such as drug stores and small convenience stores.
- Also, the Plan requires that redevelopers of public vacant parcels located around the intersections of major streets design street-level space with the flexibility to include neighborhood stores in future developments. The recently completed Parmelee Court and Roxbury corners residential developments (shown above) at the Massachusetts Avenue-Washington Street intersection include ground floor space for potential retail uses, in keeping with the historic architectural "model" which has allowed for a vibrant mix of neighborhood-oriented uses in the South End/Lower Roxbury.

GOAL 3 RESIDENTIAL DEVELOPMENT

To provide and protect decent, accessible housing for current South End/Lower Roxbury residents of all economic levels, age groups and household types in the community.

OBJECTIVES:

- To develop housing which addresses the needs of renters, homeowners and households of various types and sizes.
- To provide housing to accommodate the needs of families, elderly and individuals living in this community, and whenever possible, be made adaptable for senior citizens and accessible to physically challenged residents.
- To provide dwelling units for families with children in the community.
- To increase and promote homeownership.

STRATEGY:

New Residential Developments

The Development Policy Plan makes selected vacant publicly-owned parcels available for housing (or housing with ground floor retail uses) through a public land disposition process. Maps in Appendix 1 indicate parcels recommended for future residential development under the balanced growth policy proposed in this Plan. (Figure 5.18)

The selection of vacant parcels for residential development under this Development Policy Plan is guided by two important land use planning principles:

1. Designate vacant land, buildings around new and revitalized neighborhood parks for new housing or mixed-use development which includes housing as a major use, thereby encouraging family housing near attractive, open space and green settings in the historic tradition of the South End, i.e., Sparrow Park, Blackstone and Franklin Squares. By concentrating new housing around these areas, the Plan creates a new constituency of residents who will have a sense of proprietorship for these open spaces. (Figures 5.19, 5.20, and 5.21)
2. Designate small vacant in-fill parcels in residential neighborhoods for housing development. (Figures 5.22, 5.23, and 5.24)

Creation of New Mixed-Use Districts with Housing as a Major Use

Many areas of the South End have historically been characterized by the presence of a broad mix of land uses which have made the South End into a vibrant and liveable urban community. In keeping with this pattern of development, the Plan recommends

enacting new zoning to enable mixed-used development on vacant and under-utilized parcels around Peters Park with housing as a major use, complemented by neighborhood retail uses. This recommendation reflects and reinforces an emerging trend in this area where recent construction of residential and commercial development is beginning to fuel a revitalization of this neighborhood. (Figures 5.25, 5.26, and 5.27)

The proposed zoning for the South End establishes a special district - the Old Dover Neighborhood Economic Development Area - in this area. The establishment of the Old Dover Neighborhood EDA recognizes that the vacant and underutilized parcels around Peters Park and along Washington Street have development potential. The Old Dover Neighborhood EDA allows a vibrant mix of neighborhood retail, commercial and residential developments.

New Residential Design for the South End and Lower Roxbury

New residential development should conform to the following design and development guidelines which reflect some of the attributes of projects such as the recently completed Langham Court, Parmelee Court, Roxbury Corners and Taino Tower housing developments, built as part of the South End Neighborhood Housing Initiative (SENHII.) These design guidelines will be included in Request for Proposals issued by the Boston Redevelopment Authority, as part of a future parcel disposition program. In addition, these guidelines will be incorporated into the criteria used to select proposals for development. Also these guidelines will be the basis for design review by public agencies, neighborhood associations and other community groups when private developers seek support for zoning variances:

- Larger units which are targeted for households with children, should be located on the lower floors of each building. (Figure 5.28)
- Each dwelling unit should have direct ground level access to outdoor space, (access to private terraces or direct stairway access to outdoor space.) Accessible private and semi-private outdoor space make urban housing more livable for families with children. Families with children should not be obligated to rely on elevators and double-loaded corridors for access to open space or play areas. (Figure 5.29)
- Family units should have private entries or share semi-private entries. This approach to residential design allows for more control and responsibility for maintenance among residents, more familiarity among neighbors and a greater sense of community among neighbors. (Figure 5.30)
- Future housing development should include a range of public, semi-private and private courtyards, terraces rooftop gardens which will accommodate a variety of uses and activities. (Figure 5.31)

- The architectural design of each housing development should be compatible with the existing neighborhood.
- Provide usable and accessible open space.
- Include outdoor play areas for children.
- Provide a separate dining room or eat-in kitchen; separate spaces within units that allow for simultaneous activities - TV, studying and reading.
- Minimum size and dimension per bedroom: 10'- 0" X 10'- 0"
- Minimize the number of dwelling units per entry to encourage a sense of community.
- Elderly housing should be adaptable or accessible with direct access to elevators.

Protection of Existing Residential Areas

Existing residential streets in the manufacturing area of the South End should be rezoned in order to protect these neighborhoods from encroachment by development detrimental to residential uses. Two long-standing neighborhoods the East Brookline - East Canton Street neighborhood and the Union Park Street neighborhood, will benefit from this type of zoning protection. (Figure 5.32)

Artists Housing

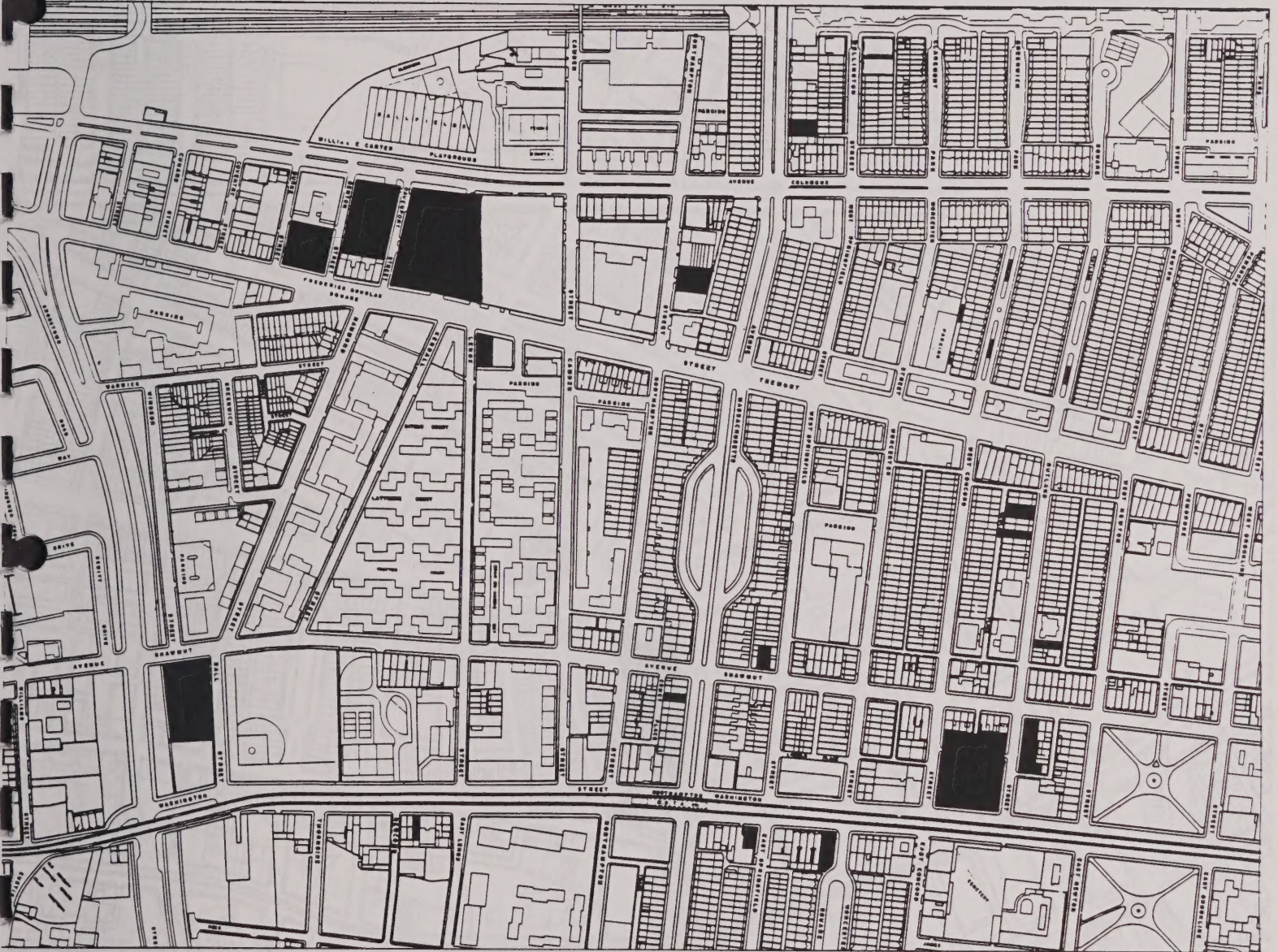
The zoning code should be amended to make artists housing an allowable use in the industrial loft buildings in the Harrison Avenue - Albany Street area. This proposed amendment will allow the South End's growing community of artists to work and live in the industrial loft buildings in this area.

FIGURE 5.18

South End/Lower Roxbury Development Policy Plan

Quadrant 1

FUTURE RESIDENTIAL DEVELOPMENT



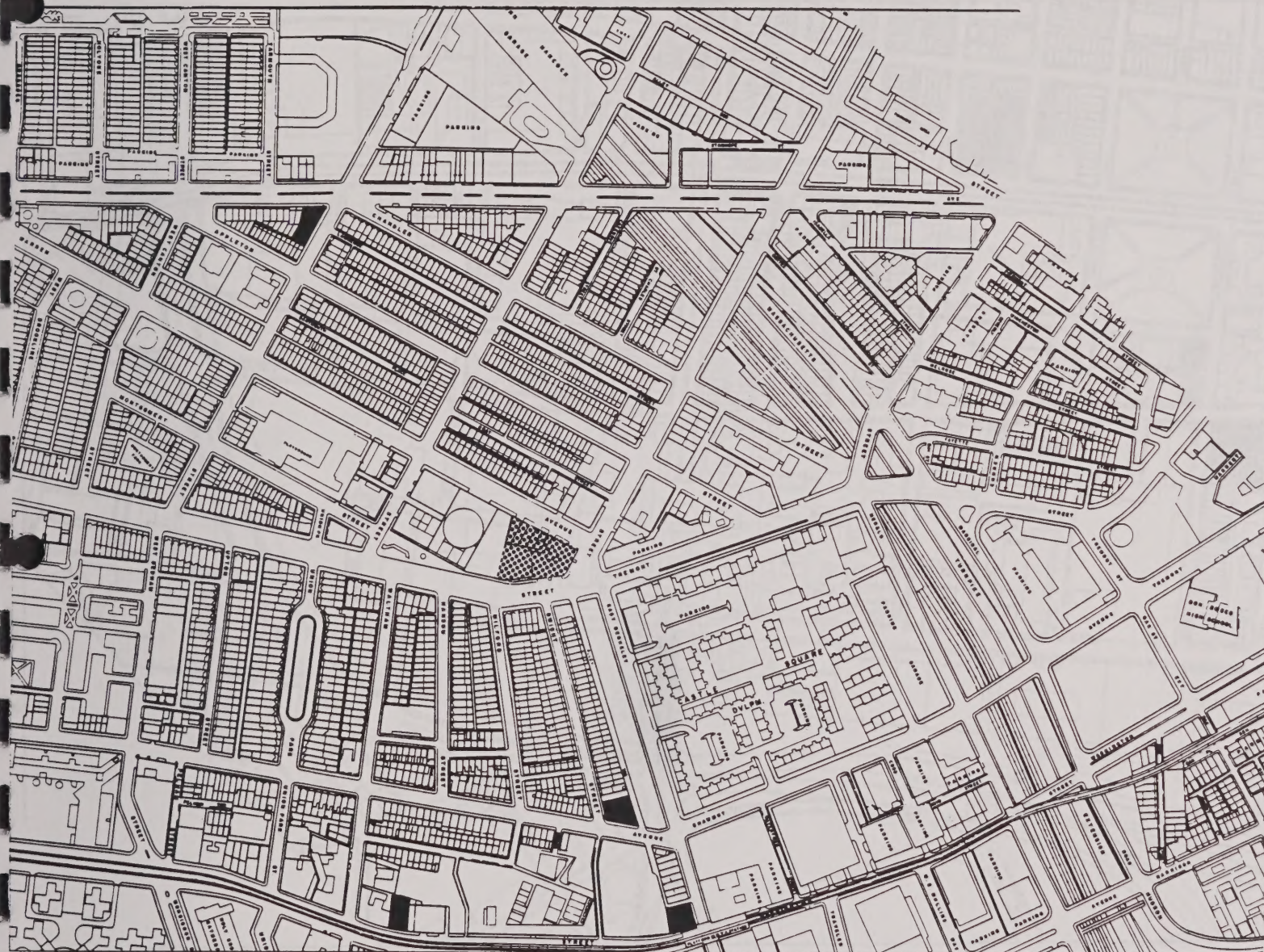
Public vacant parcels recommended for future residential development (which could include street level retail uses).

FIGURE 5.18

South End/Lower Roxbury Development Policy Plan

Quadrant 2

FUTURE RESIDENTIAL DEVELOPMENT



-  Public vacant parcels recommended for future residential development (which could include street level retail uses).
-  Arts-related mixed-use (Boston Center for the Arts)

MAP 5.18

South End/Lower Roxbury Development Policy Plan

Quadrant 3

FUTURE RESIDENTIAL DEVELOPMENT



Public vacant parcels recommended for future residential development (which could include street level retail uses).

South End/Lower Roxbury Development Policy Plan

FUTURE RESIDENTIAL DEVELOPMENT



- 129

South End/Lower Roxbury Development Policy Plan

LAND USE PLANNING CONCEPT



Designate vacant land around new and revitalized neighborhood parks for new housing or mixed-use development. Illustrates potential half-block of mixed-use development on vacant and underutilized parcels around Peters Park, as part of the revitalization of the Old Dover neighborhood.

1. potential development

Designate vacant land around new and revitalized neighborhood parks for new housing or mixed-use development which includes housing as a major use.

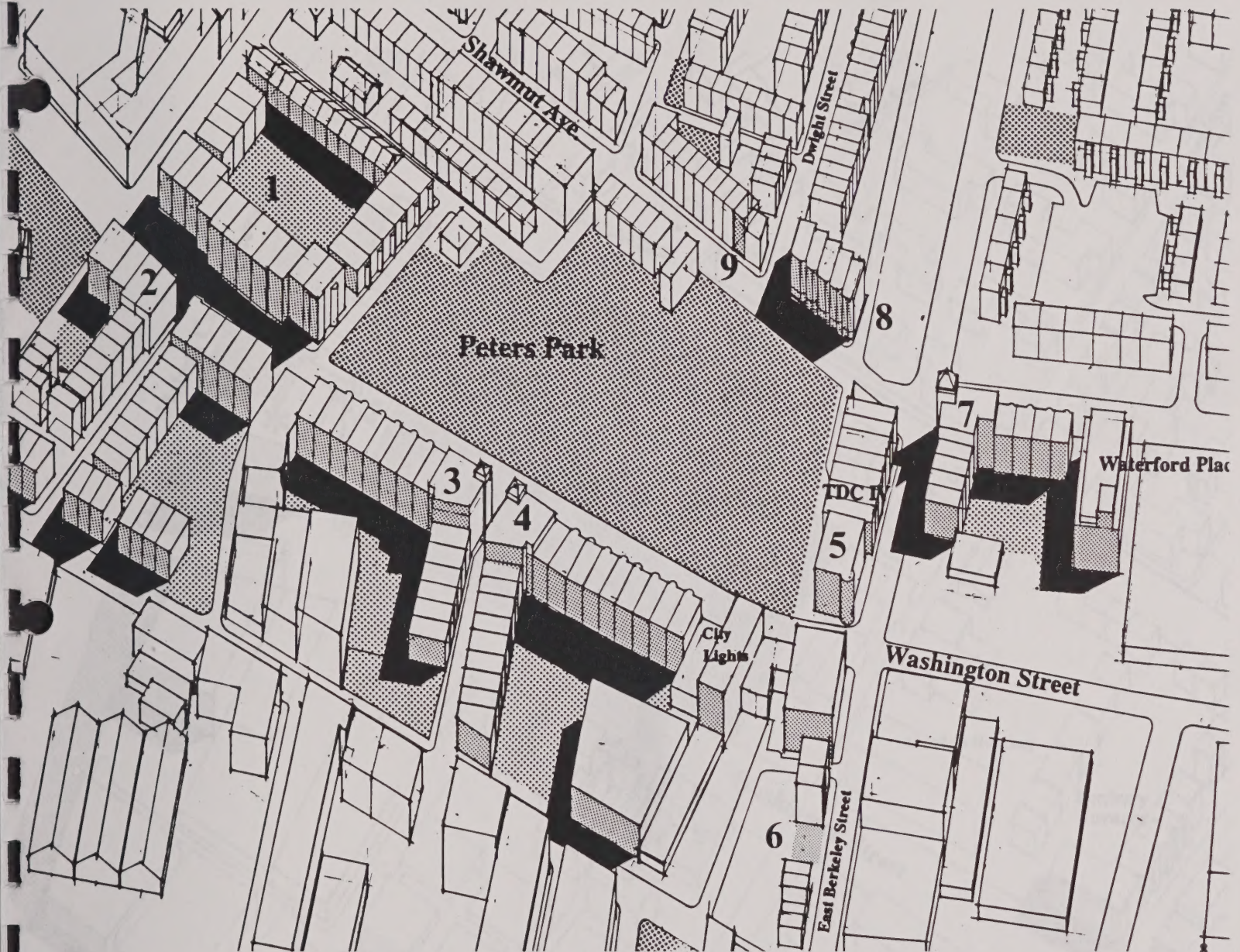
* existing residential area

- 1 Peters Park
- 2 Franklin-Blackstone Squares
- 3 Ramsey Park

FIGURE 5.20

South End/Lower Roxbury Development Policy Plan

LAND USE PLANNING CONCEPT



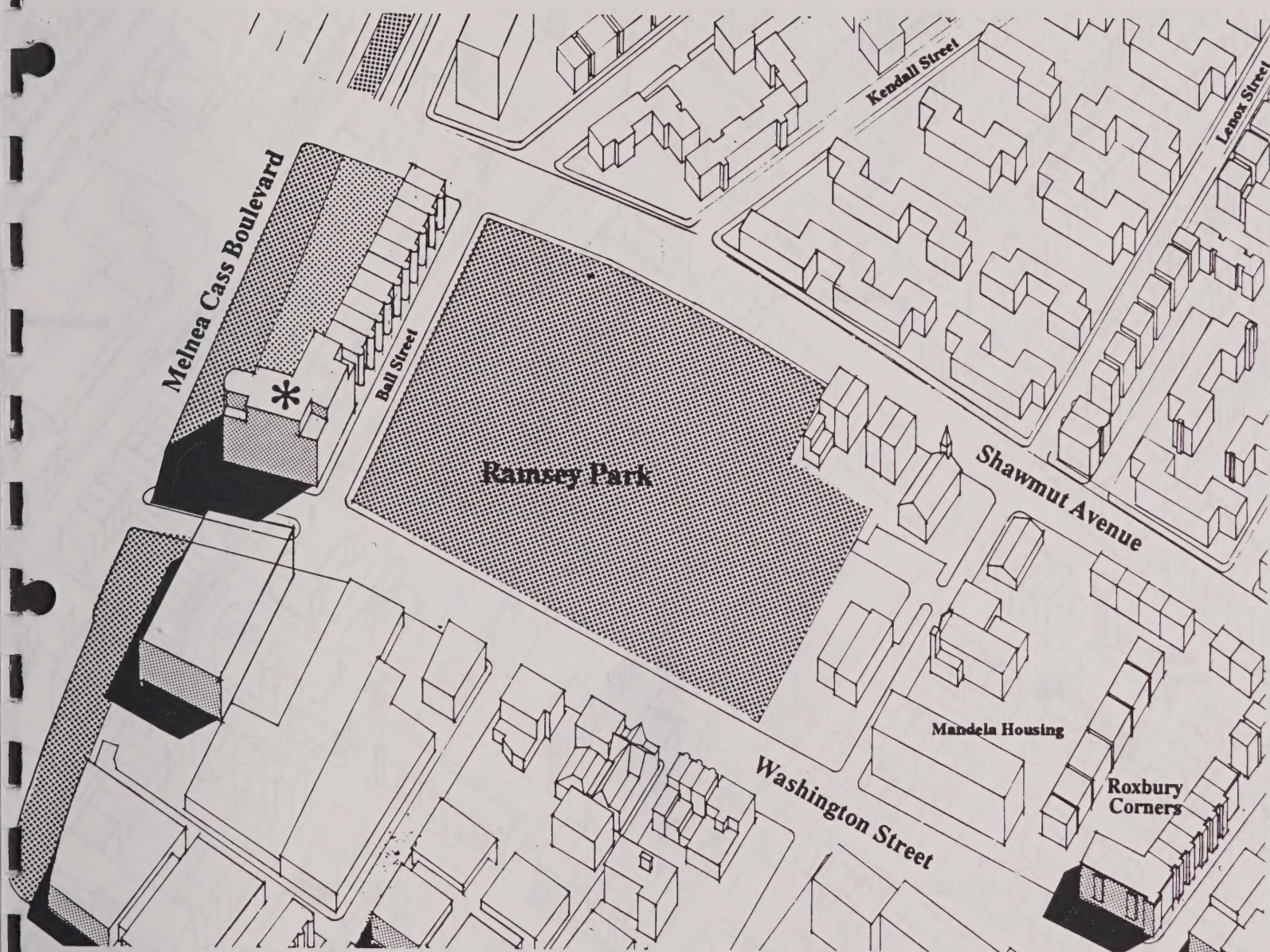
Designate public vacant land around new and revitalized parks for new residential and mixed-use development. Illustrative potential build-out of mixed-use development on vacant and underutilized parcels around Peters Park as part of the revitalization of the Old Dover neighborhood.

1. residential development
2. residential development
3. mixed-use development with housing as a major use
4. mixed-use development with housing as a major use
5. street level retail use with residential development above
6. street level retail use with residential development use
7. residential development
8. residential development
9. in-fill residential development

FIGURE 5.21

South End/Lower Roxbury Development Policy Plan

LAND USE PLANNING CONCEPT



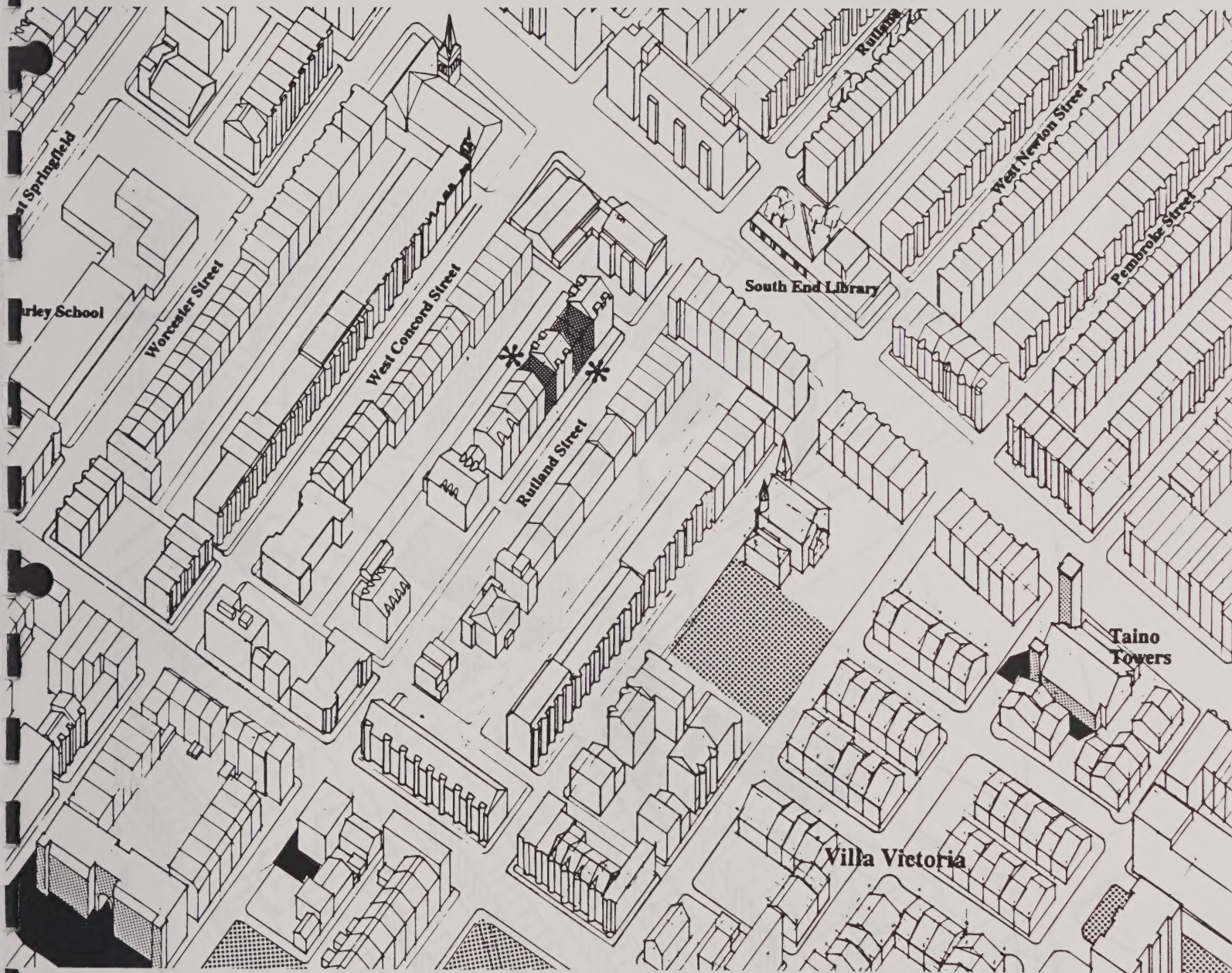
Designate public vacant land around new and revitalized parks for new residential and mixed-use development.

- * Future residential development facing Ramsey Park with street-level retail uses at the intersection of Washington Street and the Melnea Cass Boulevard.

FIGURE 5.22

South End/Lower Roxbury Development Policy Plan

LAND USE PLANNING CONCEPT

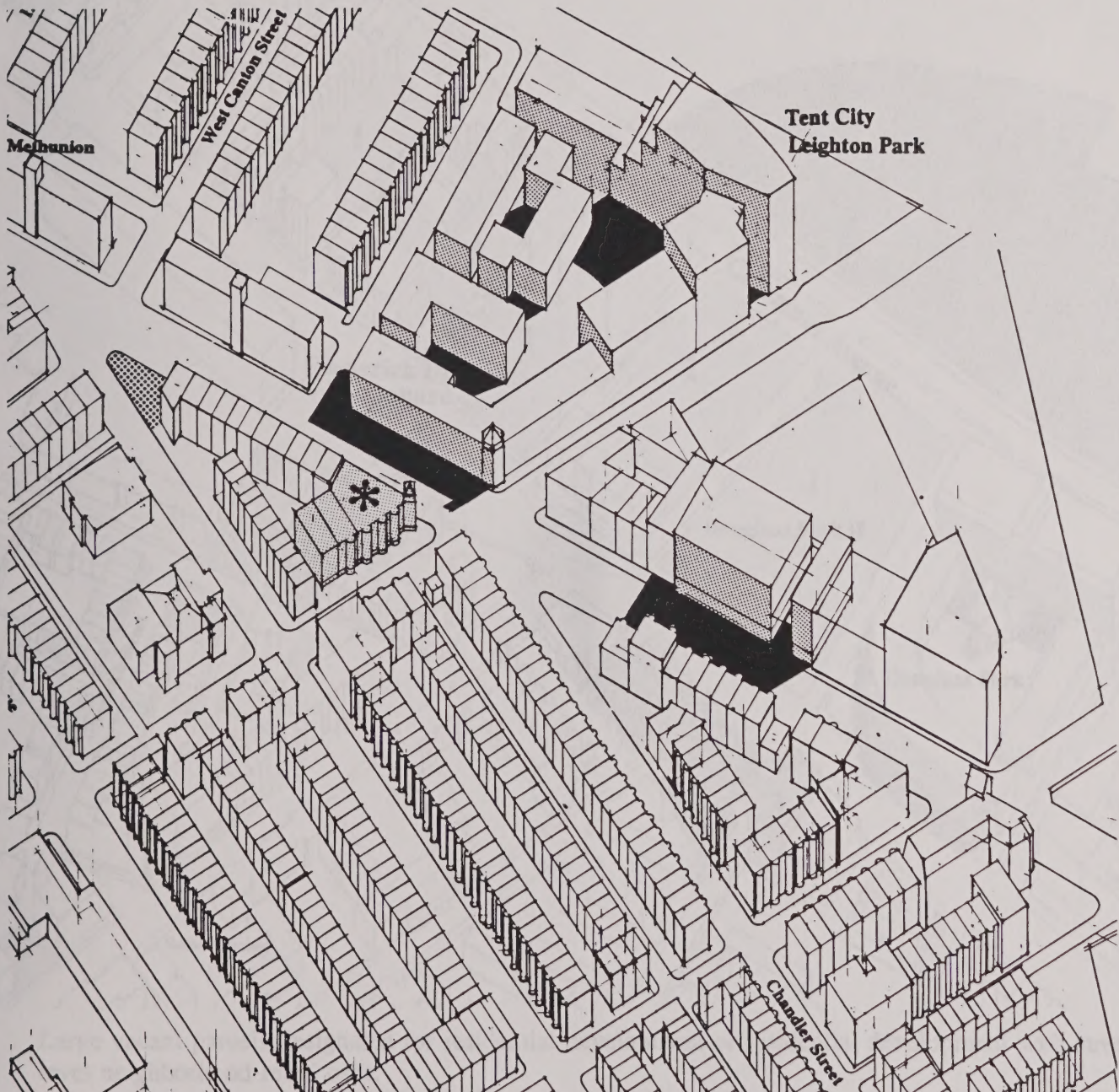


Designate small in-fill parcels in residential neighborhoods for housing development.

*** In-fill parcels on Rutland Street designated for residential development.**

FIGURE 5.23

South End/Lower Roxbury Development Policy Plan

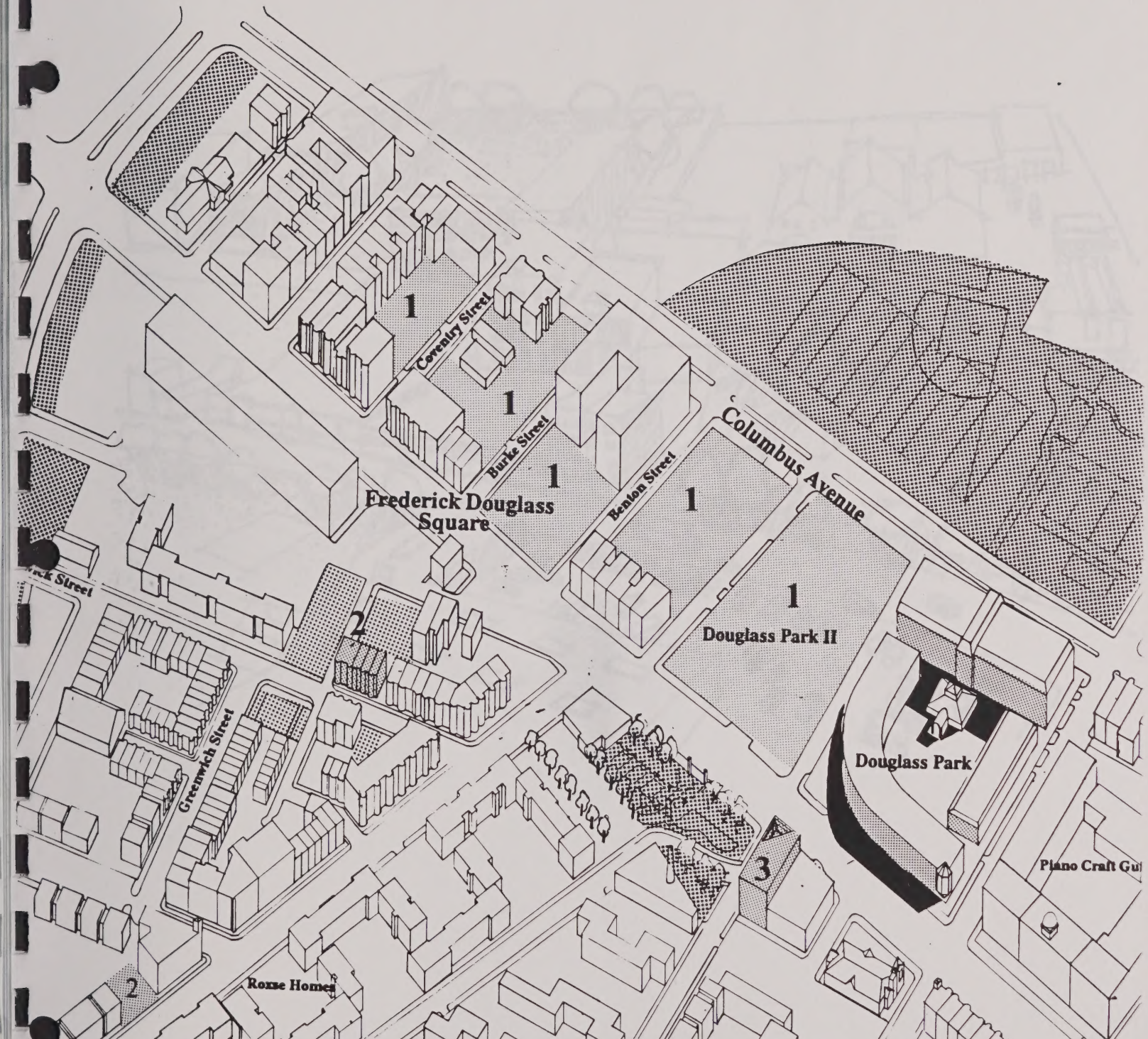


*** Future residential development on public vacant land at Columbus Avenue and Dartmouth Street with opportunities for street level neighborhood retail uses.**

FIGURE 5.24

South End/Lower Roxbury Development Policy Plan

FREDERICK DOUGLASS SQUARE

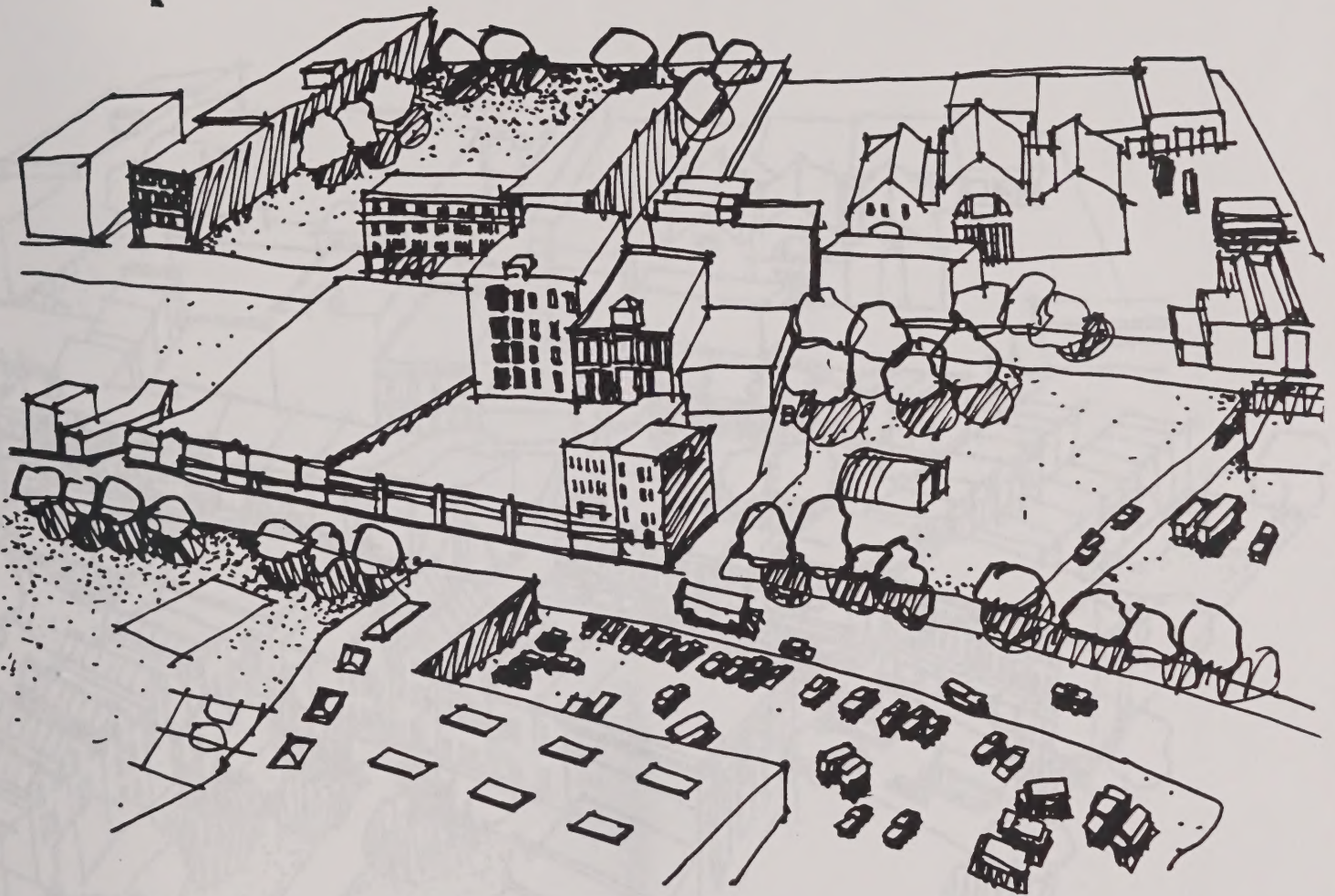


1. Large vacant parcels designated for residential development or residential development with street-level neighborhood retail uses.
2. In-fill residential development.
3. In-fill residential development which includes street-level retail uses.

FIGURE 5.25

South End/Lower Roxbury Development Policy Plan

EXISTING CONDITIONS

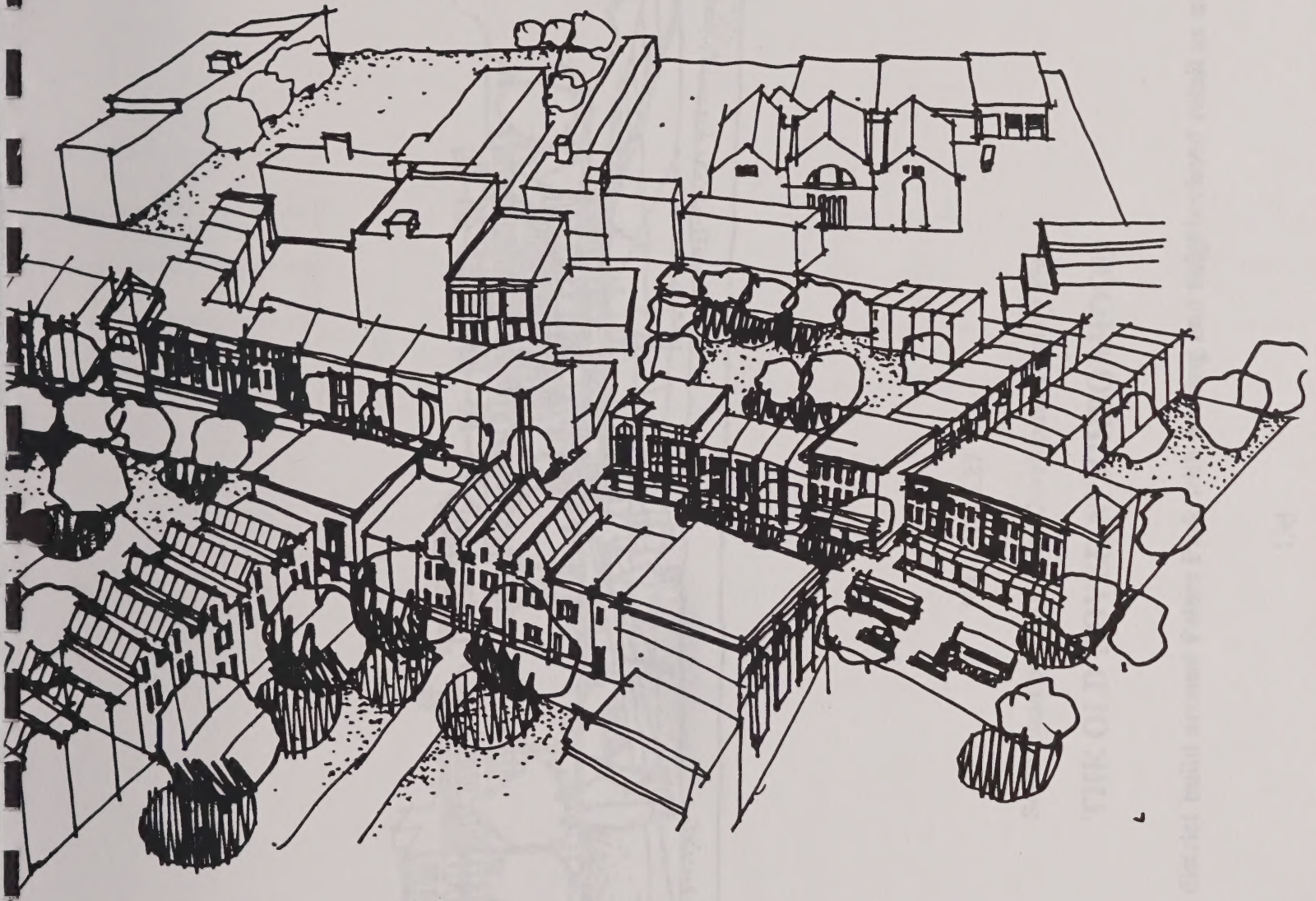


Vacant and underutilized land parcels with development potential along Washington Street and adjacent to Peters Park.

FIGURE 5.26

South End/Lower Roxbury Development Policy Plan

DEVELOPMENT POTENTIAL



Mixed-use development on vacant and underutilized parcels along Washington Street and adjacent to Peters Park, with housing and neighborhood retail as major uses.

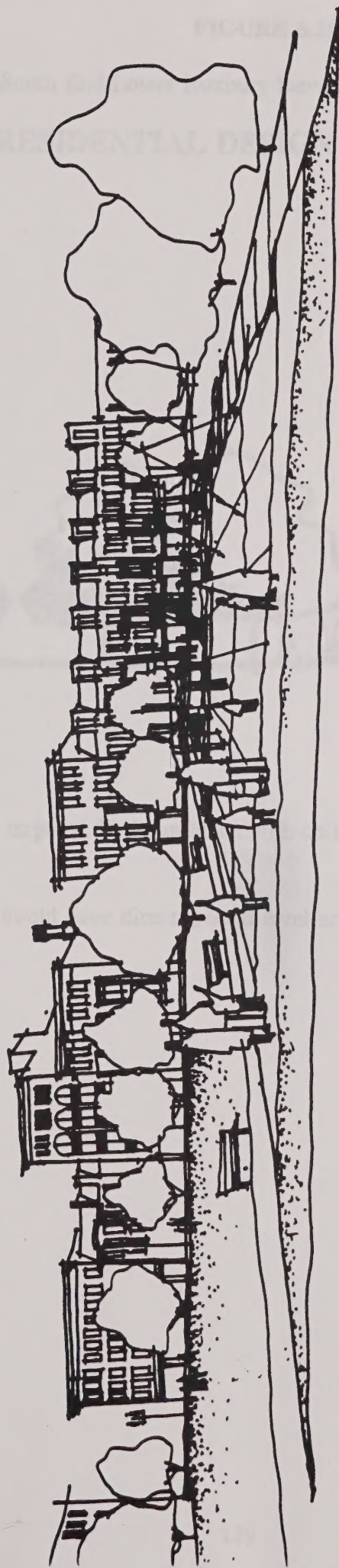


FIGURE 5.27

South End/Lower Roxbury Development Policy Plan

THE OLD DOVER NEIGHBORHOOD

A new mixed-use district build around Peters Park with housing and neighborhood retail as major uses.

FIGURE 5.28

South End/Lower Roxbury Development Policy Plan

RESIDENTIAL DESIGN GUIDELINES

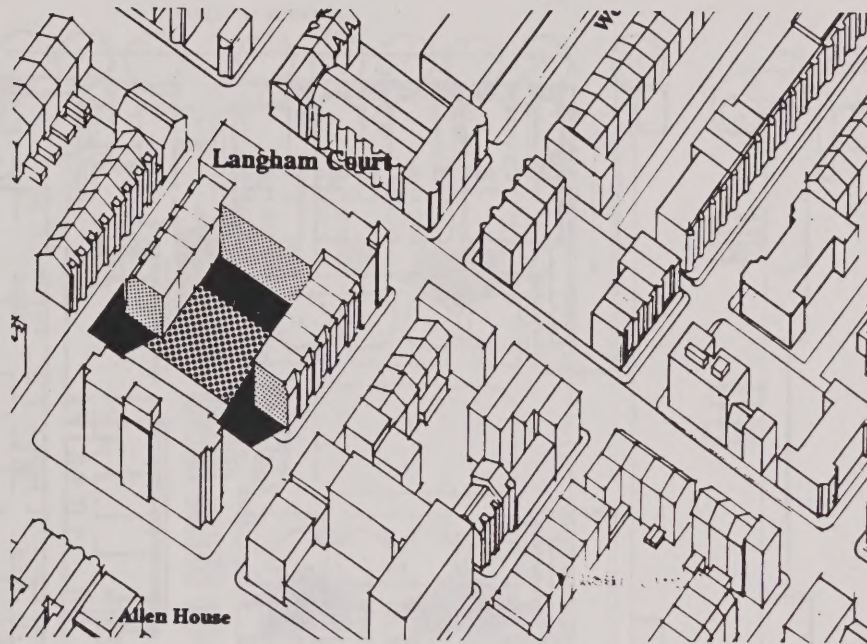


- 3 and 4 bedroom units, targeted for households with children, should be located on the lower floors of each building.
- Family dwelling units should have direct ground level access to outdoor space and play areas.

FIGURE 5.29

South End/Lower Roxbury Development Policy Plan

RESIDENTIAL DESIGN GUIDELINES

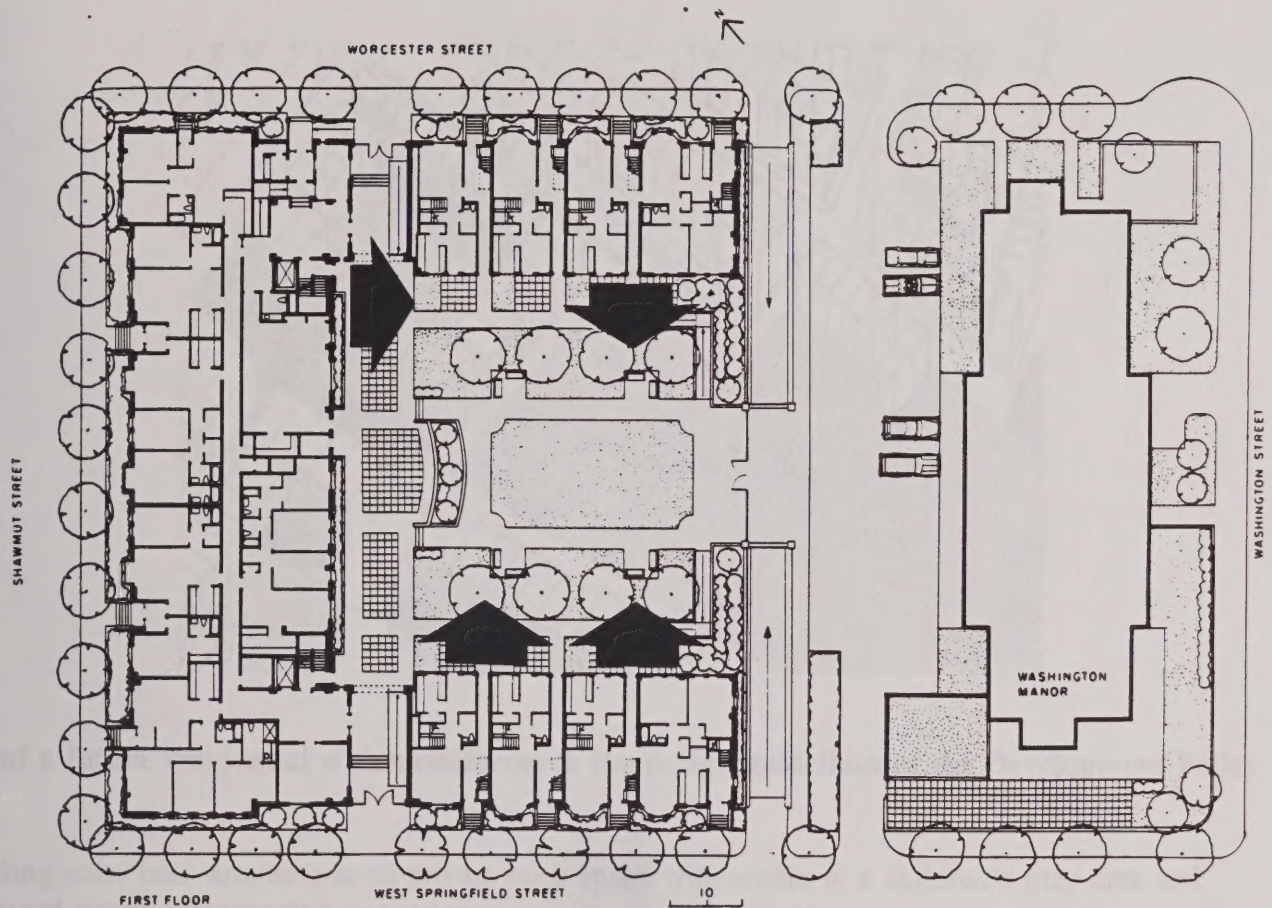


Langham Court: recent residential development which is built around a semi-private open space (or courtyard.) Family units have direct ground level access to outdoor space and play areas.

FIGURE 5.30

South End/Lower Roxbury Development Policy Plan

RESIDENTIAL DESIGN GUIDELINES



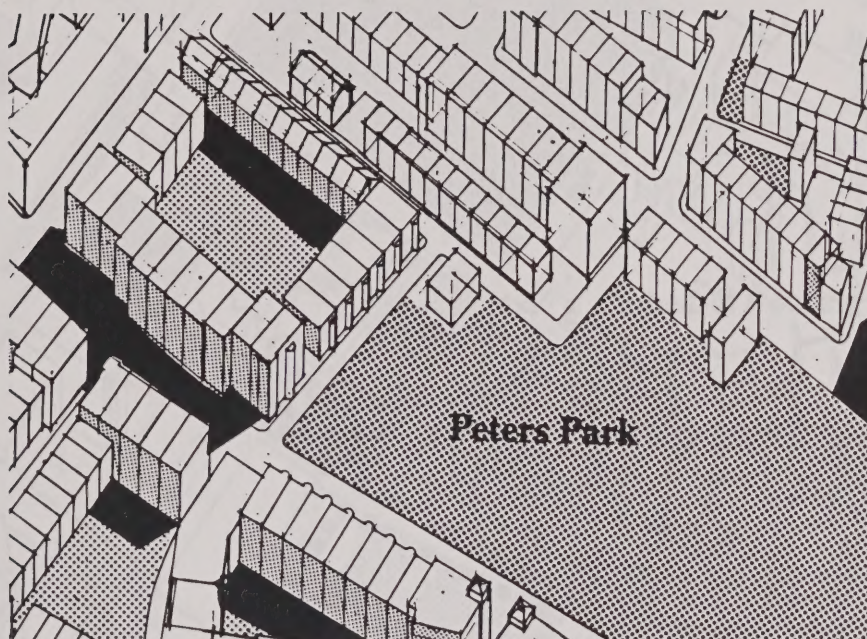
Architectural Record July 1992

Langham Court: all family units share semi-private entries which provide direct ground level access to outdoor space in the courtyard. Smaller units also have convenient access to the semi-private courtyard.

FIGURE 5.31

South End/Lower Roxbury Development Policy Plan

RESIDENTIAL DESIGN GUIDELINES



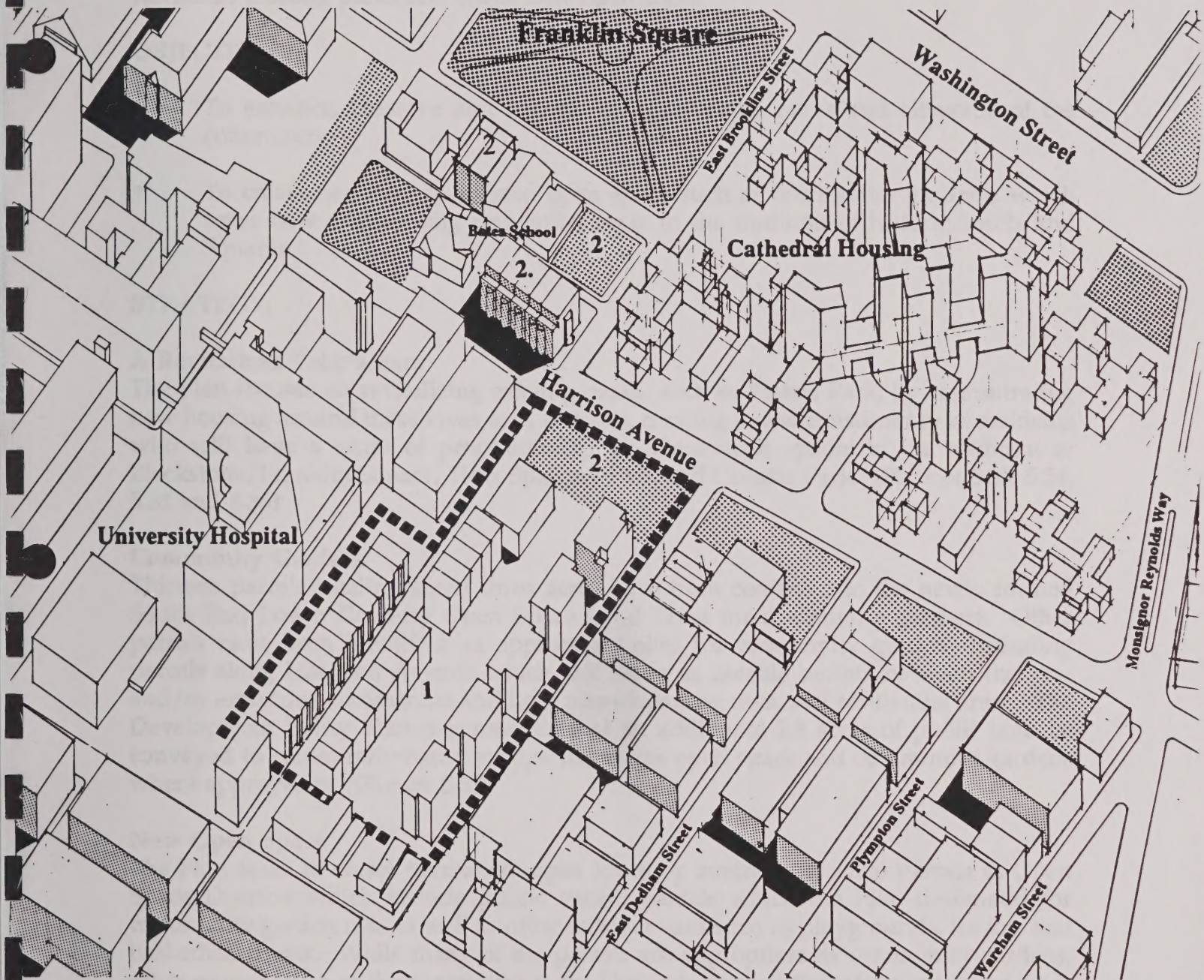
Build-out of a future residential which conforms to the design guidelines of the Development Policy Plan:

- dwelling units built around a semi-private open space with access to a children's play area and courtyard suitable for passive recreation.
- the entire development has direct access to an adjacent public park that includes active recreation areas.

FIGURE 5.32

South End/Lower Roxbury Development Policy Plan

RESIDENTIAL DEVELOPMENT



1. East Brookline - East Canton Street Neighborhood: a rezoned existing residential area. ■■■■■■
2. Vacant in-fill parcels designated for future housing which will connect the existing East Brookline Street neighborhood to the major residential areas of the South End.

GOAL 4 OPEN SPACE

Revitalize existing parks and create new open space.

OBJECTIVE:

- To enhance, preserve and restore the open space, parks and cityscape of the community.
- To create new and revitalized open space such as community garden's which serve new and existing residential areas in the tradition of historic South End Squares.

STRATEGY:

A Revitalized Peter's Park

The plan focuses on revitalizing existing parks, such as Peter's Park, by concentrating new housing around these areas and, in effect, creating a new constituency of residents who will have a sense of proprietorship for these open spaces in the tradition of Blackstone/Franklin Square, Titus Sparrow Park and Chester Park. (Figures 5.33, 5.34, 5.35 and 5.36)

Community Gardens

Thirteen parcels totaling about three acres have been conveyed to the newly formed South End Lower Roxbury Open Space Land Trust for community gardens. Other parcels have been identified as appropriate sites for community gardens including parcels along Harrison Avenue which will serve as useable buffers between the new and/or expanded commercial and light manufacturing uses, and residential areas. The Development Policy Plan recommends that an additional 2.5 acres of public land be conveyed to community-based groups for use as open space and community gardens where appropriate. (Figure 5.37)

New Open Space

The Plan seeks to create permanent open space by zoning additional parcels as Open Space Districts which include public vacant parcels which the Plan designates for community garden use, as well as other outdoor uses such as playgrounds, tot lots and basketball courts. While many of the parcels are appropriate as community gardens, other parcels, such as the parcel next to the Harrison Avenue fire station might be more useful as an active recreational open space. For example, basketball courts could serve the recreational needs of both the fire station and the community, and set the stage for friendly interaction between all users in a safe and secure setting. The Boston Urban Gardeners, in the South End Open Space Needs Assessment submitted to the BRA in 1988, estimated a need for an additional 10-13 acres of open space in the South End/Lower Roxbury to accommodate a projected population of 30,400-33,000 by the year

2000. In addition, the Boston Urban Gardeners made the following points:

- The South End and Lower Roxbury is one of the most densely populated areas in the city with less acreage of open space per resident than the surrounding districts.
- Density and population profile of the district suggest that "a large percentage of residents rely on access to nearby public open space." The Open Space Needs Assessment states further that many residents "live on fixed incomes or below the poverty line, and many do not have access to a car. These factors limit access to private or semi-private open spaces in adjoining neighborhoods. The need for public open space is underscored by the nature of the neighborhood's housing stock. Housing is generally multi-family and rental, allowing limited access to private backyards and roofdecks."
- The significant public open spaces in the South End/Lower Roxbury (Peter's Park, Southwest Corridor Parkland, Titus Sparrow Park, Rotch Playground, Ramsey Park and Carter Playground) are located at the fringe of residential areas. "This limits access by some residents of central portions of the district, and also indicates that the neighborhood's large open space resources are shared by residents of other planning districts."

Open Space in New Developments

In addition, the Plan requires that adequate and appropriate open space, both passive and recreational, be part of future residential developments. This requirement is included in the residential design guidelines discussed under "Goal 3 Residential Development" which should be incorporated in Requests for Proposals issued by the BRA, as part of future parcel disposition programs.

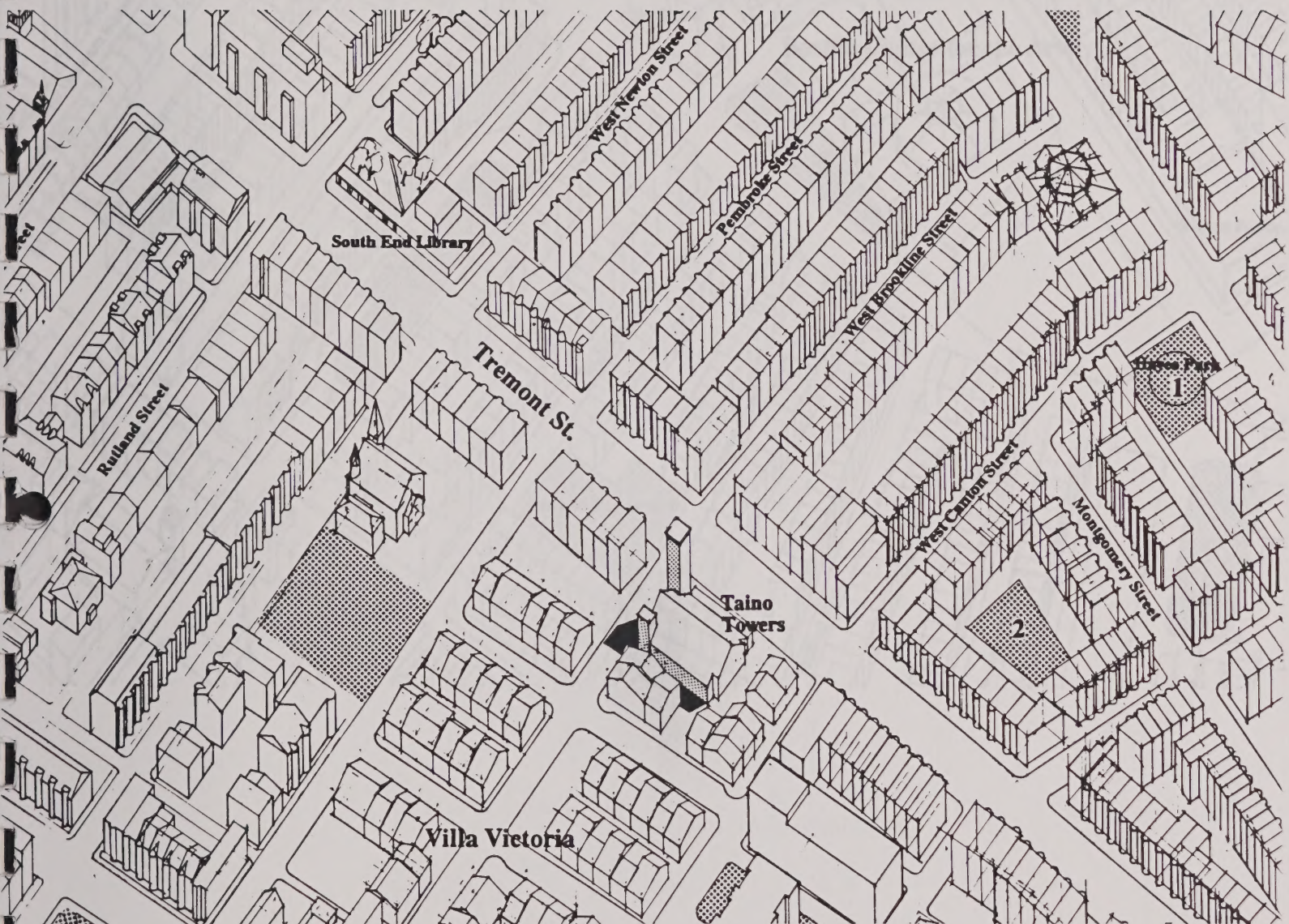
Interim Uses on Vacant Land

Interim uses on vacant land should be discouraged which are detrimental to both the long-term interests of the community and the objectives of the Development Policy Plan.

FIGURE 5.33

South End/Lower Roxbury Development Policy Plan

OPEN SPACE



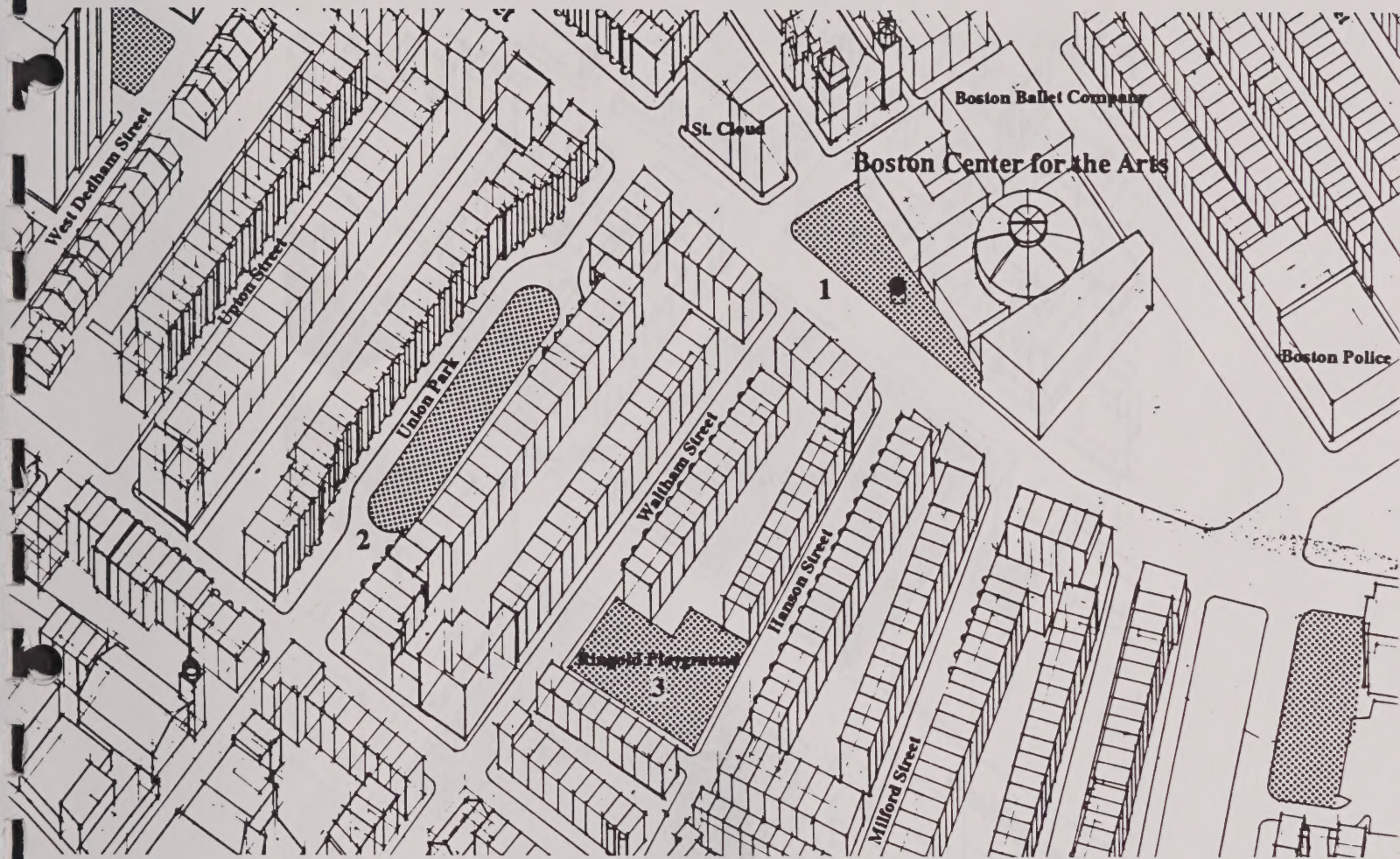
Some historic examples of existing open space in the South End/Lower Roxbury which can serve as models for the design of future development.

1. **Hayes Park:** a small, recently renovated public neighborhood park.
2. **Montgomery Park:** a semi-private open space owned and used jointly by residents of the houses which surround the park. Montgomery Park is a model for future residential development on large parcels because it offers residents direct access to semi-private open space and protected play areas for children.

FIGURE 5.34

South End/Lower Roxbury Development Policy Plan

OPEN SPACE



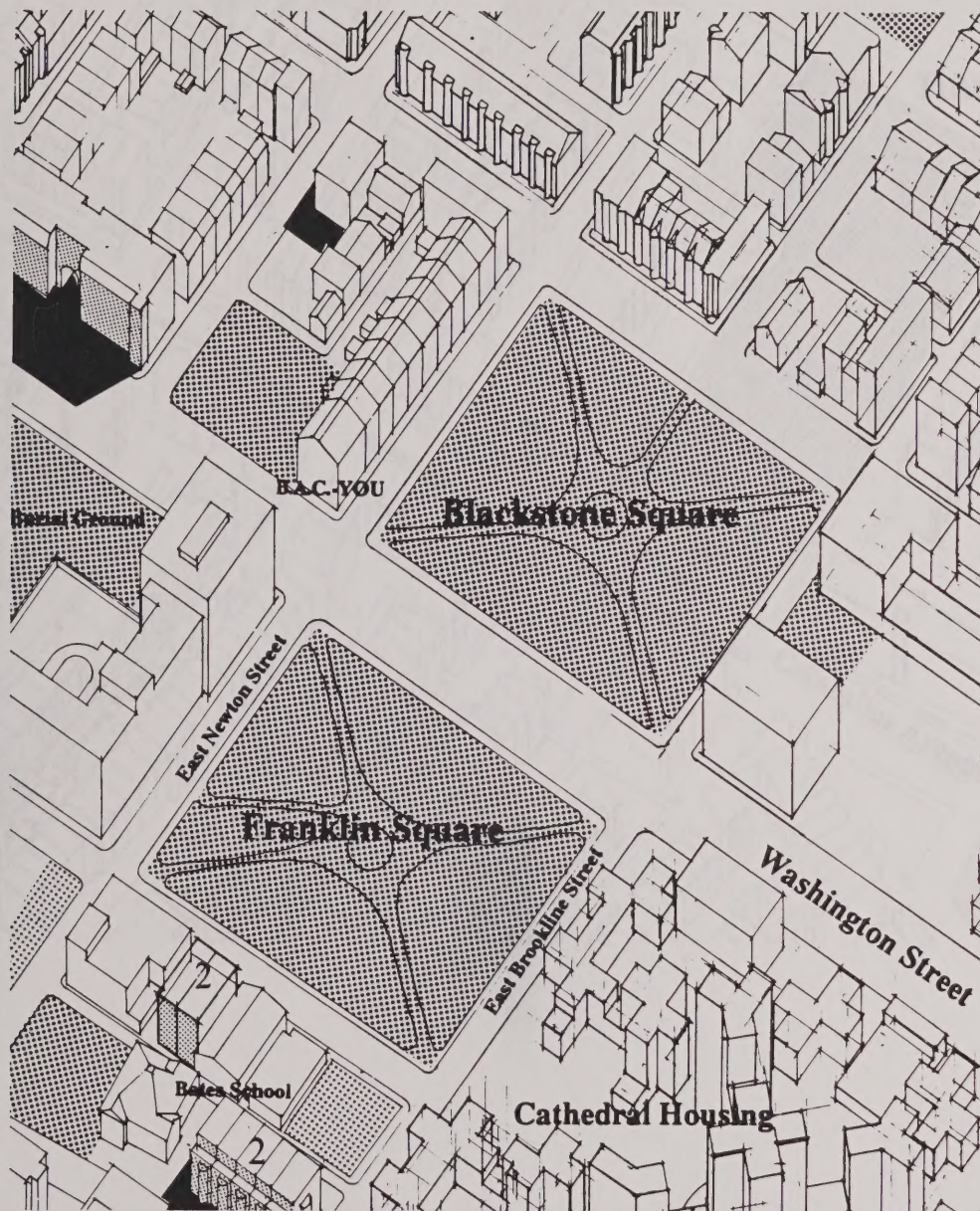
More historic examples of public open space in the South End/Lower Roxbury.

1. Boston Center for the Arts: an active urban plaza offering opportunities for outdoor cafe seating.
2. Union Park: an historic example of a quiet, formal neighborhood park.
3. Ringold Playground: a small but active neighborhood playground with basketball courts with residences facing the park on all sides.

FIGURE 5.35

South End/Lower Roxbury Development Policy Plan

BLACKSTONE AND FRANKLIN SQUARES



Examples of formal, historic city parks in the South End.

FIGURE 5.36

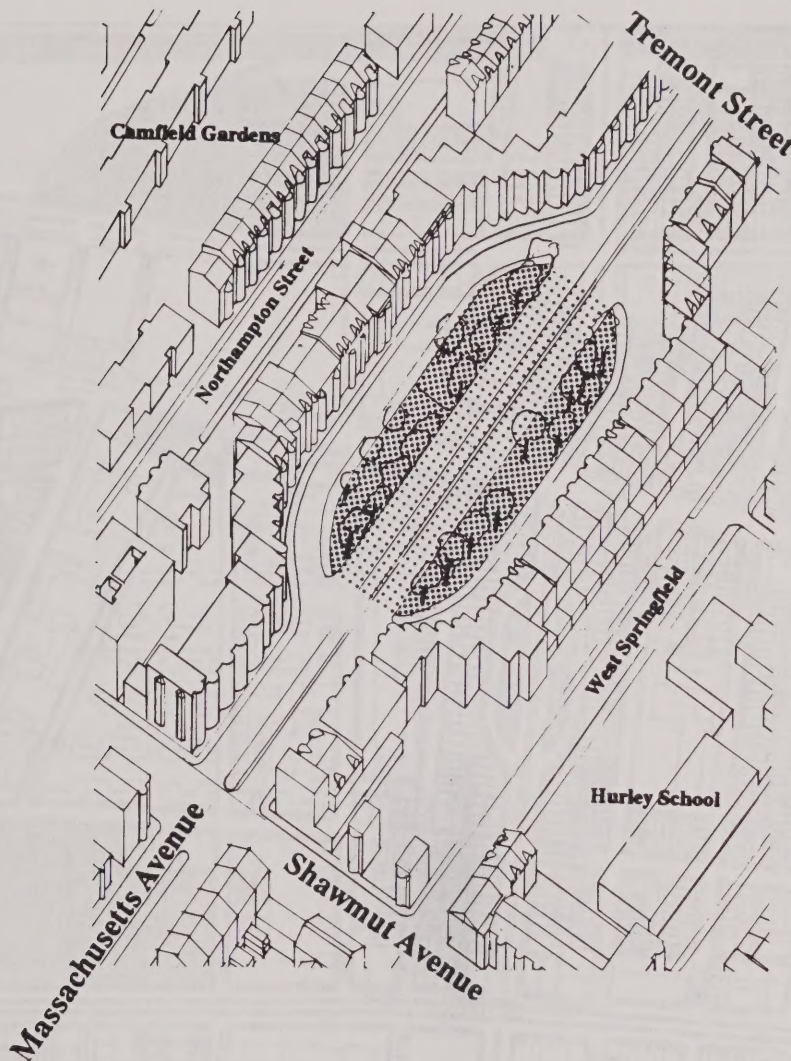
South End/Lower Roxbury Development Policy Plan



Titus Sparrow Park: a model of public open space in the South End/Lower Roxbury. Housing faces the park on two sides providing a constituency of residents who watch the Park on a daily basis and have a sense of proprietorship for the Park.

South End/Lower Roxbury Development Policy Plan

CHESTER PARK



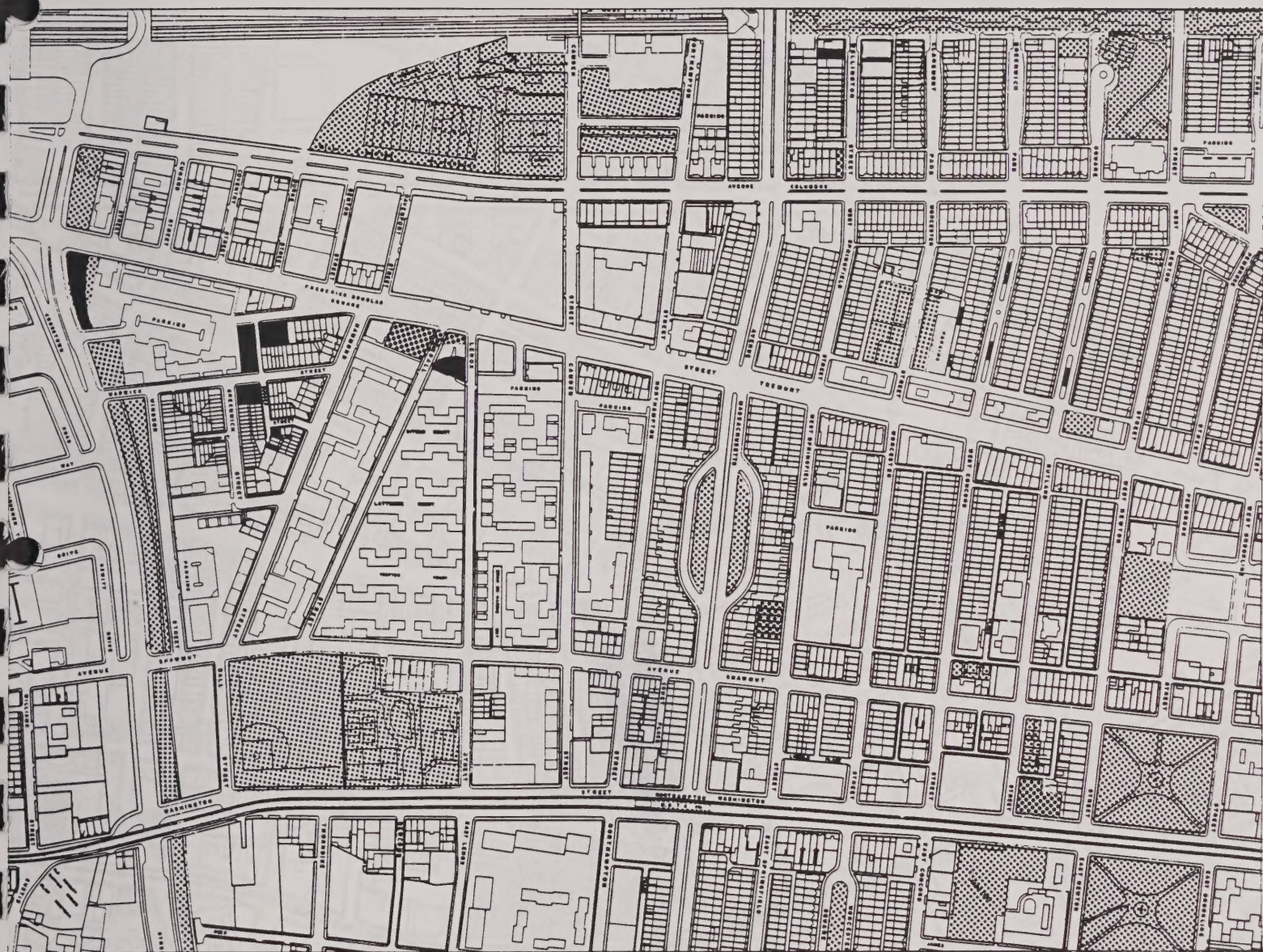
Chester Park: an example of public open space in the South End/Lower Roxbury. Housing faces the park on two sides providing a constituency of residents who watch the Park on a daily basis and have a sense of proprietorship for the Park. The extension of Massachusetts Avenue through this historic park in the 1950's reduced its original size.

FIGURE 5.37

South End/Lower Roxbury Development Policy Plan

Quadrant 1

NEW OPEN SPACE



Public land to be conveyed to community-based groups for use as open space and community gardens.

South End/Lower Roxbury Open Space Land Trust community gardens.

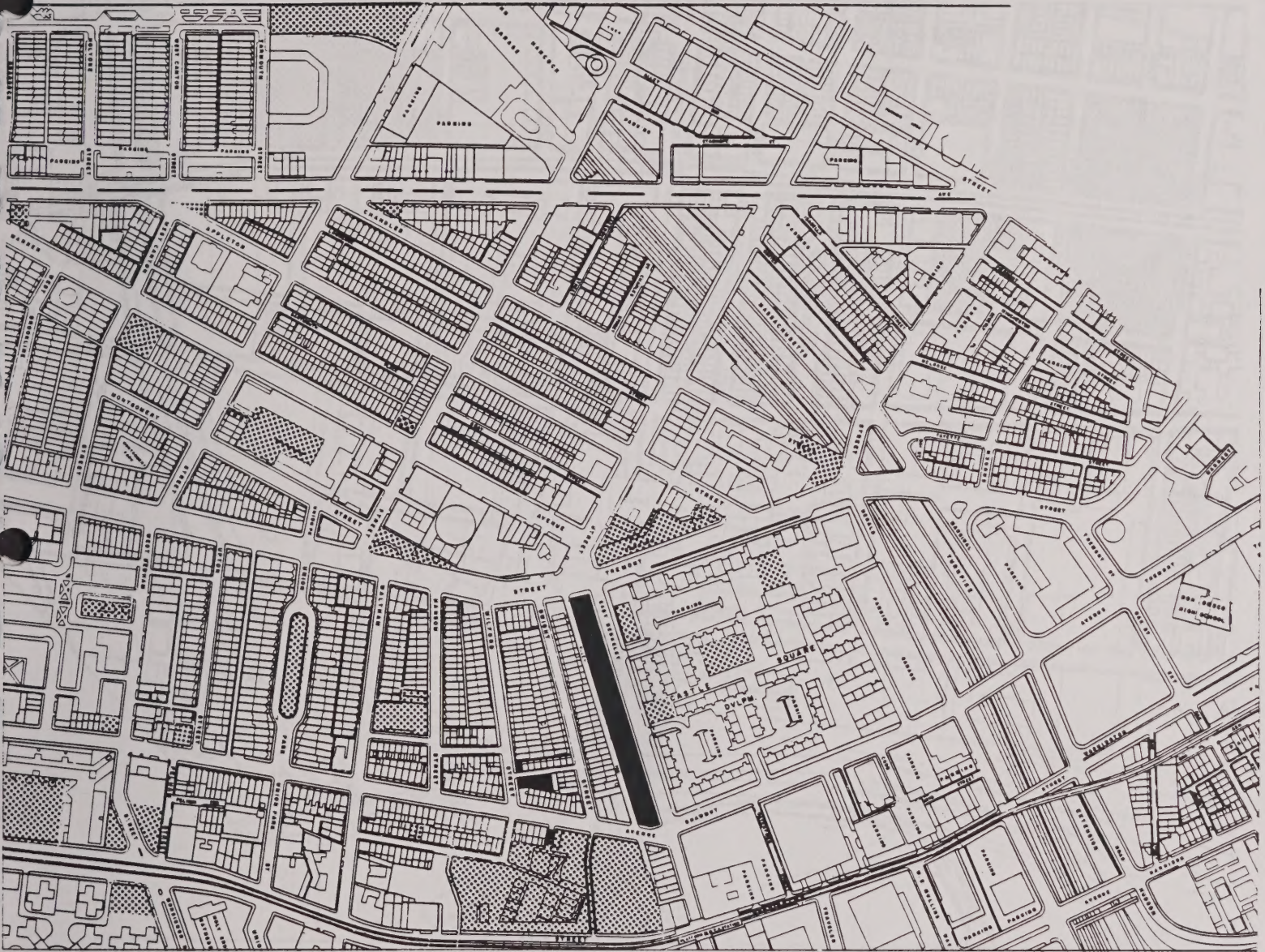
Existing public open space.

FIGURE 5.37

South End/Lower Roxbury Development Policy Plan

Quadrant 2

NEW OPEN SPACE



Public land to be conveyed to community-based groups for use as open space and community gardens.

South End/Lower Roxbury Open Space Land Trust community gardens.

Existing public open space.

FIGURE 5.37

South End/Lower Roxbury Development Policy Plan

Quadrant 3

NEW OPEN SPACE



Public land to be conveyed to community-based groups for use as open space and community gardens.



South End/Lower Roxbury Open Space Land Trust community gardens.



Existing public open space.

FIGURE 5.37

South End/Lower Roxbury Development Policy Plan

Quadrant 4

NEW OPEN SPACE



Public land to be conveyed to community-based groups for use as open space and community gardens.

South End/Lower Roxbury Open Space Land Trust community gardens.

Existing public open space.

GOAL 5 HISTORIC PRESERVATION

OBJECTIVE:

To preserve and protect the historic and architectural characteristics of the South End and Lower Roxbury, and encourage new development which is compatible with those characteristics.

STRATEGY:

The South End Historic Landmark District

The existing South End Historic Landmark District, includes approximately 39% of the total South End/Lower Roxbury land area. This district protects many residential areas and open spaces of historical and cultural significance. In addition, the South End Historic Landmark District Protection Area includes the Harrison Avenue-Albany Street corridor. The South End Historic Landmark Commission has substantial control over the design of proposed building renovation and new construction in keeping with its mandate to ensure that new development fits in, and does not detract from, the historic architecture of the Historic Landmark District before the City's Inspectional Services Department can issue a building permit. Proposed projects are subject to design review and approval by the Landmark Commission. Within the Protection Area, projects are also subject to design review and approval by the Commission, although less restrictive criteria applies.

The historic integrity of architecture in the South End is due, in large part, to the legal regulatory control that the Landmark Commission exerts over the District.

Historic Industrial Landmark District

The key to preserving the existing 19th century manufacturing buildings of historic significance is to establish an Historic Industrial Landmark District in the Harrison Avenue/Albany Street Corridor. (Figure 5.38)

Lower Roxbury Historic Row House District

The establishment of an Historic Landmark District in the Greenwich Street/Lower Roxbury neighborhood would preserve the intact row houses of historic significance. (Figure 3.8)

Future Development which Respects the Historic Architecture

Development on vacant and under-utilized land can be made compatible with the proportion, scale, mass and design features of adjacent buildings.

South End Landmark District Commission

Encourage the on-going enforcement of both existing and new historic landmark guidelines.

FIGURE 5.38

South End/Lower Roxbury Development Policy Plan

PROPOSED HISTORIC LANDMARK DISTRICTS



1. Existing South End Historic Landmark District.
2. Existing South End Historic Landmark District Protection Area.
3. Proposed Historic Industrial Landmark District.
4. Proposed Lower Roxbury Historic Row House District.

GOAL 6 COMPREHENSIVE PLANNING AND REVIEW PROCESS

OBJECTIVE:

To approach development in the South End and Lower Roxbury with an understanding of its potential impact and relation to surrounding neighborhoods, the city and metropolitan area.

STRATEGY:

The Formation of Project Advisory Committees

The Development Policy Plan recommends the creation of Project Advisory Committees (PAC's) for all proposed major development projects in the South End and Lower Roxbury. Consisting of all interested residents in the community, each PAC should be the representative body to review all key documents - Cooperation Agreements, Development Impact Project Plans, Transportation Access Plans and design proposals - associated with a given project. The PAC should be based on the model PAC's for the Prudential Center Development and the on-going BioSquare project (SETSA) which have proven to be an effective forum through which South End and Lower Roxbury residents have been able to guide and shape the development of these projects in such a way that they form a cornerstone for major business development while providing benefits to the community. A particular focus of PAC's should be development projects proposed as part of the expansion plans of large institutions based outside the South End and Lower Roxbury.

The Massachusetts Turnpike Air Rights Subdistrict

New zoning for Chinatown designates an area of potential air-rights over the Turnpike which separates Chinatown from the South End as a Special Study Area called the Massachusetts Turnpike Air Rights Subdistrict in anticipation of future development over the Turnpike. The Chinatown Community Plan (which is the basis for new zoning in this neighborhood) identifies this area as a meeting ground for the Chinatown, Bay Village and South End residential communities, providing open space and growth opportunities. In addition, the Chinatown Community Plan envisions the Turnpike Air-Rights as an opportunity to introduce greenery and quality open space for adjacent densely populated residential areas. According to this Plan, programming flexibility and choices for the abutting communities should be ensured, and the following special land use considerations should be factored into decisions regarding proposed development:

- To provide flexibility in height, and programming to take into consideration the high cost of development.
- To provide for a street-level community network of businesses, services, open space, and passageways connecting the abutting residential areas.

- To ensure that future development will enhance the quality of the adjacent residential environment including effective mitigation of traffic impact.

New zoning provisions for the Chinatown neighborhood require that comprehensive planning studies be conducted for the Turnpike Air-Rights Special Study Area. In collaboration with the Chinatown and Bay Village communities, representatives from South End neighborhood associations and other appropriate community groups should form a joint working committee to assist in future planning efforts for this Special Study Area.

Central Artery/Third Harbor Tunnel Project

In support of the South End/Lower Roxbury Development Policy Plan, appropriate neighborhood associations and other community groups should work with the community liaison for the Central Artery/Third Harbor Tunnel Project to ensure that the goals and objectives of the Plan are not precluded in anyway by the construction of the Artery Project. (Figure 5.39)

The Prudential Center

The Prudential Center Redevelopment Plan will expand the mixed use character of this area. The project will generate about \$7.3 million in housing linkage funds and 1.1 million for housing; \$1.5 million in job linkage, and two child care facilities. In addition, to \$9.3 million annually in taxes, \$1 million will be contributed for transportation improvements and \$1.4 million for projects within the impacted area.

Given the potential impact of this project on the South End, representatives from the South End should continue their extensive and important involvement as members of the Prudential Project Advisory Committee.

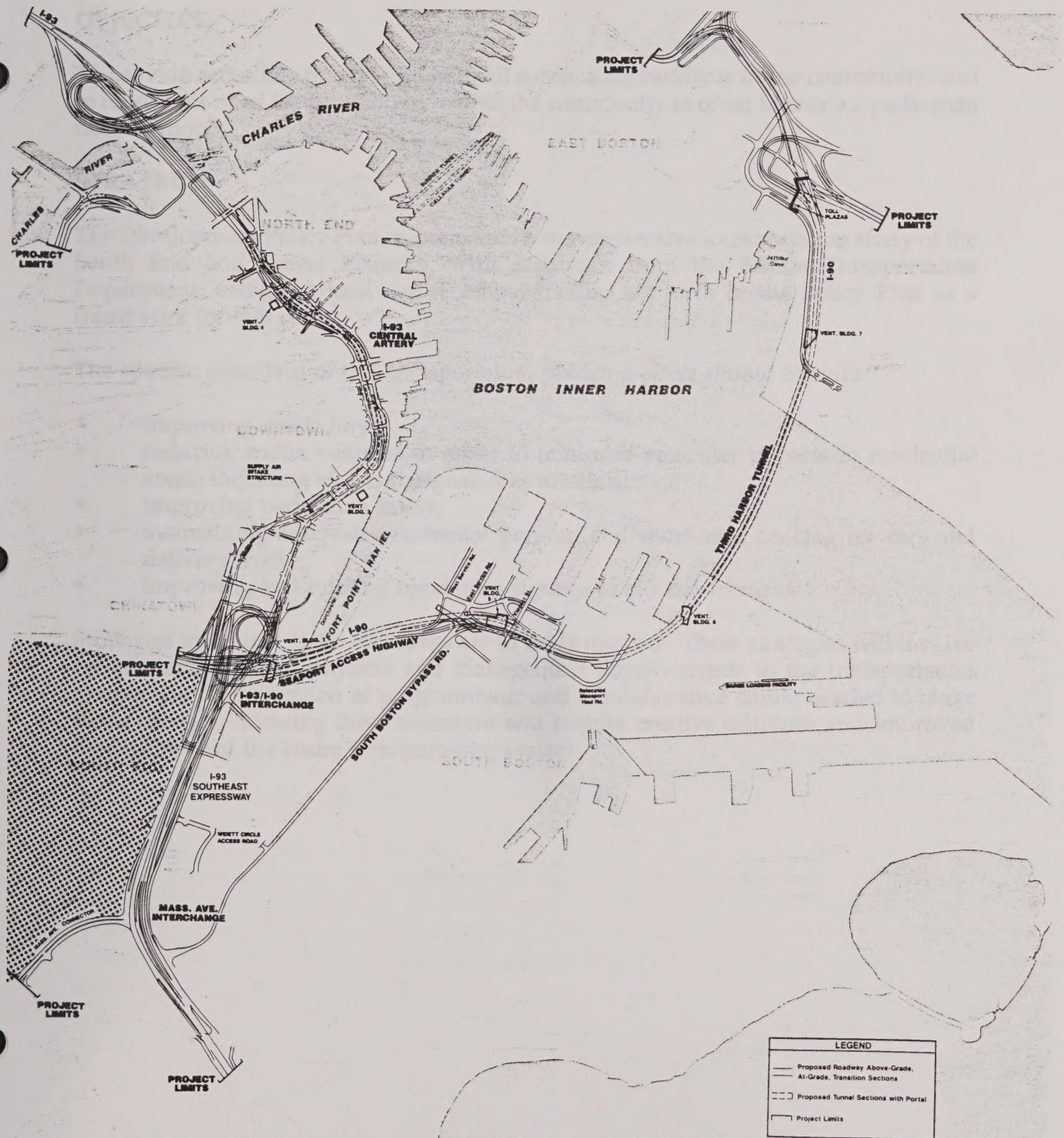
Coordination between City Agencies

The South End/Lower Roxbury Development Policy Plan represents a community-wide consensus on future land development and serves as a guide to public agencies as they propose policies and projects in the South End and Lower Roxbury. After the BRA Board of Directors endorses the Development Policy Plan as the general plan for the South End and Lower Roxbury, it should be made available to all pertinent City agencies, such as the Economic Development and Industrial Corporation (EDIC,) the Public Facilities Department (PFD,) the Boston Parks Department and the Transportation Department (BTD.) Formal recognition of the Plan by City agencies will ensure that future community planning and review efforts are comprehensive and well-coordinated between all relevant agencies.

FIGURE 5.39

South End/Lower Roxbury Development Policy Plan

CENTRAL ARTERY/THIRD HARBOR TUNNEL PROJECT



Area of South End adjacent to the Central Artery.

Source: Central Artery (I-93)/Tunnel (I-90) Project Supplemental EIS/R, Massachusetts DPW.

GOAL 7 TRANSPORTATION

OBJECTIVE:

To provide accessible transportation to all community residents of the community, and to reduce the need for automobiles within the community in order to create a pedestrian neighborhood.

STRATEGY:

The Development Policy Plan recommends a comprehensive transportation study of the South End and Lower Roxbury, with assistance from the Boston Transportation Department, using the land use recommendations set forth in the Policy Plan as a framework for this study.

The specific objectives of this transportation planning effort should include:

- improving traffic flow;
- reducing traffic volumes in order to minimize vehicular impacts in residential areas, including streets designated as arterials;
- improving pedestrian safety;
- maintaining adequate residential parking and short-term parking for cars and delivery trucks;
- improving and refining regulatory signage to aid enforcement.

Strategies to achieve these objectives are to be developed. These strategies will involve recommendations for physical and management improvements to the transportation system, and identification of programmatic and administrative efforts needed to make these changes. Meeting these objectives will require creative solutions and improved management of the entire transportation system.

6. AREAS FOR FURTHER STUDY

The New Washington Street

The Washington Street replacement service and street reconstruction project creates an urban design opportunity for the South End/Lower Roxbury area. There is potential for new development along the Washington Street corridor at the Massachusetts Avenue intersection and in the Old Dover Neighborhood centered around Peters Park and East Berkeley Street. The Development Policy Plan targets this area for more focused planning efforts. Appendix 5 includes possible urban design alternatives for Washington Street that should be reviewed as part of future community planning efforts.

The vision for Washington Street is a tree-lined, residential boulevard with public transit service, and attractive sidewalks for pedestrians. Neighborhood retail uses will be located at major intersections along the streets of Melnea Cass, Massachusetts Avenue, East Berkeley, and Union Park at the Cathedral. An alternative vision is a residential boulevard with public transit replacement service shifted to Albany Street serving employees of new commercial development. A third alternative is a combined public transit service for both Washington Street, as part of the replacement project, and Albany Street, as part of the proposed Crosstown Bioscience Public Transit Line linking the Longwood Medical Area, Ruggles Center, and the Red Line.

South End Economic Development Area

The Harrison Avenue-Albany Street corridor will have major development potential over the next 10-20 years. To better understand this future development potential, this area of the South End needs to be viewed in a city-wide context. This corridor is strategically located at the juncture of major regional highways including the Third Harbor Tunnel which will link Logan International Airport. (Figure 6.14)

In order to better focus planning efforts in this area, and encourage and shape development which will benefit the community, The Development Policy Plan recommends this area as the South End Economic Development Area, and recommends more intensive study of this area.

The Boston Center for the Arts

The Development Policy Plan recommends an arts-related mixed use development for the two acres of vacant public land adjacent to the Boston Center for the Arts. This important area has tremendous potential as a major cultural center in the South End which deserves more focused study and review when future development projects are proposed in this area. (Figure 6.15)

South End/Lower Roxbury Development Policy Plan

The Massachusetts Avenue Corridor

There is an opportunity to encourage development along Massachusetts Avenue which will benefit the community and serve as a catalyst for the on-going revitalization of adjacent South End/Lower Roxbury neighborhoods. The Development Policy Plan recommends further study of this important gateway into the South End and Lower Roxbury. The focus of this study should be Chester Square, which exemplifies many of the urban and residential design guidelines of the Development Policy Plan; and the Washington Street - Massachusetts Avenue intersection which has been a target of the Boston Redevelopment Authority's effort to revitalize this area in recent years. Further study of this area should consider the restoration and unification of both sides of Chester Park which could serve as a landbridge connecting Lower Roxbury and the South End, and further increase the amount of usable, attractive open space in this community.

South End Economic Development Area

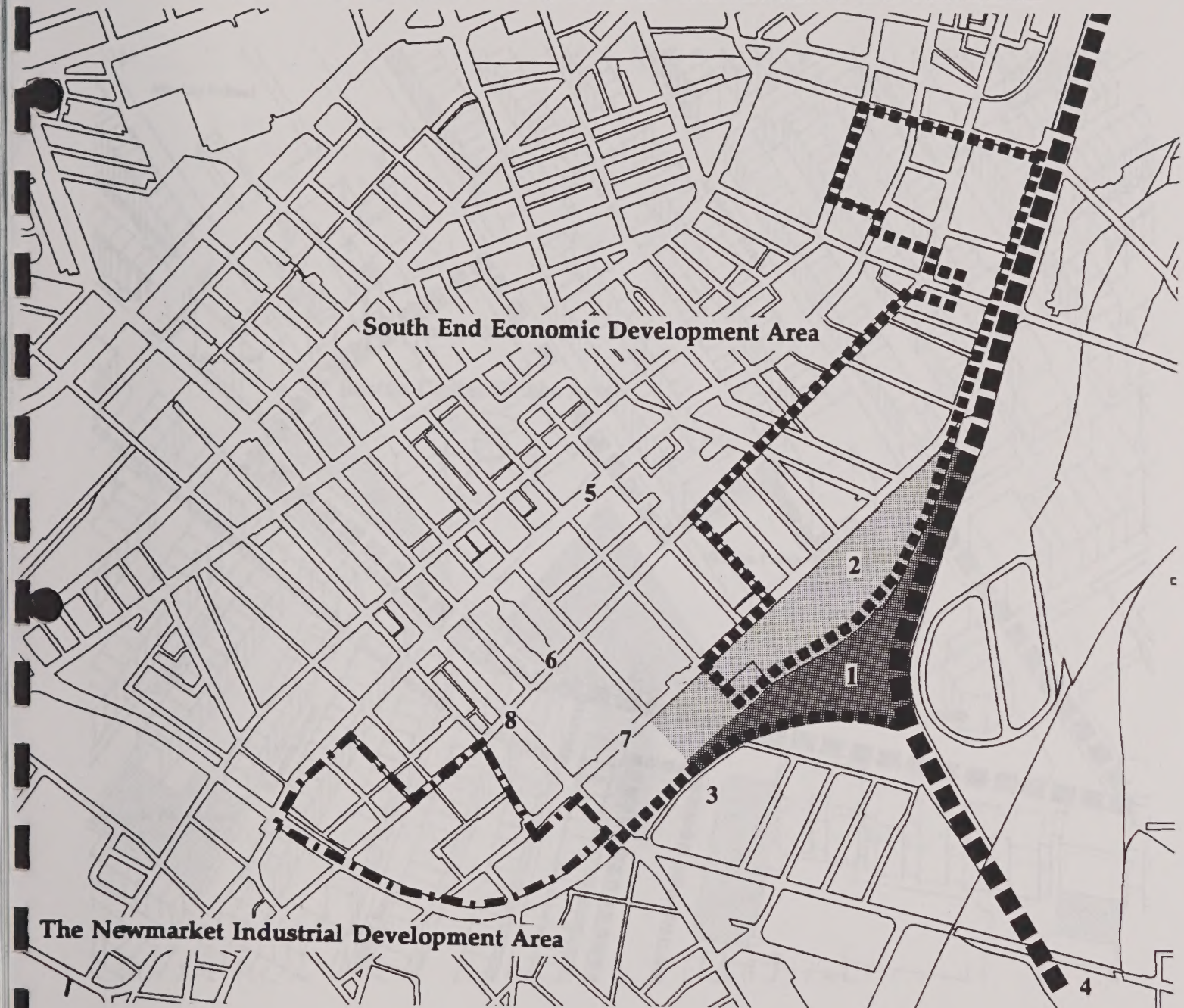
The Newmarket Industrial Development Area

1. Several acres of new land with development potential created by the dismantling of the Massachusetts Avenue Viaduct and the reconstruction of the Massachusetts Avenue Corridor as part of the Central Artery Project.
2. Adjacent land with development potential.
3. Mass Transit Avenue corridor.
4. Southern Expressway/Central Artery.
5. Washington Street.
6. Industrial Avenue.
7. Albany Street.
8. Massachusetts Avenue.

FIGURE 6.14

South End/Lower Roxbury Development Policy Plan

NEW LAND WITH MAJOR DEVELOPMENT POTENTIAL

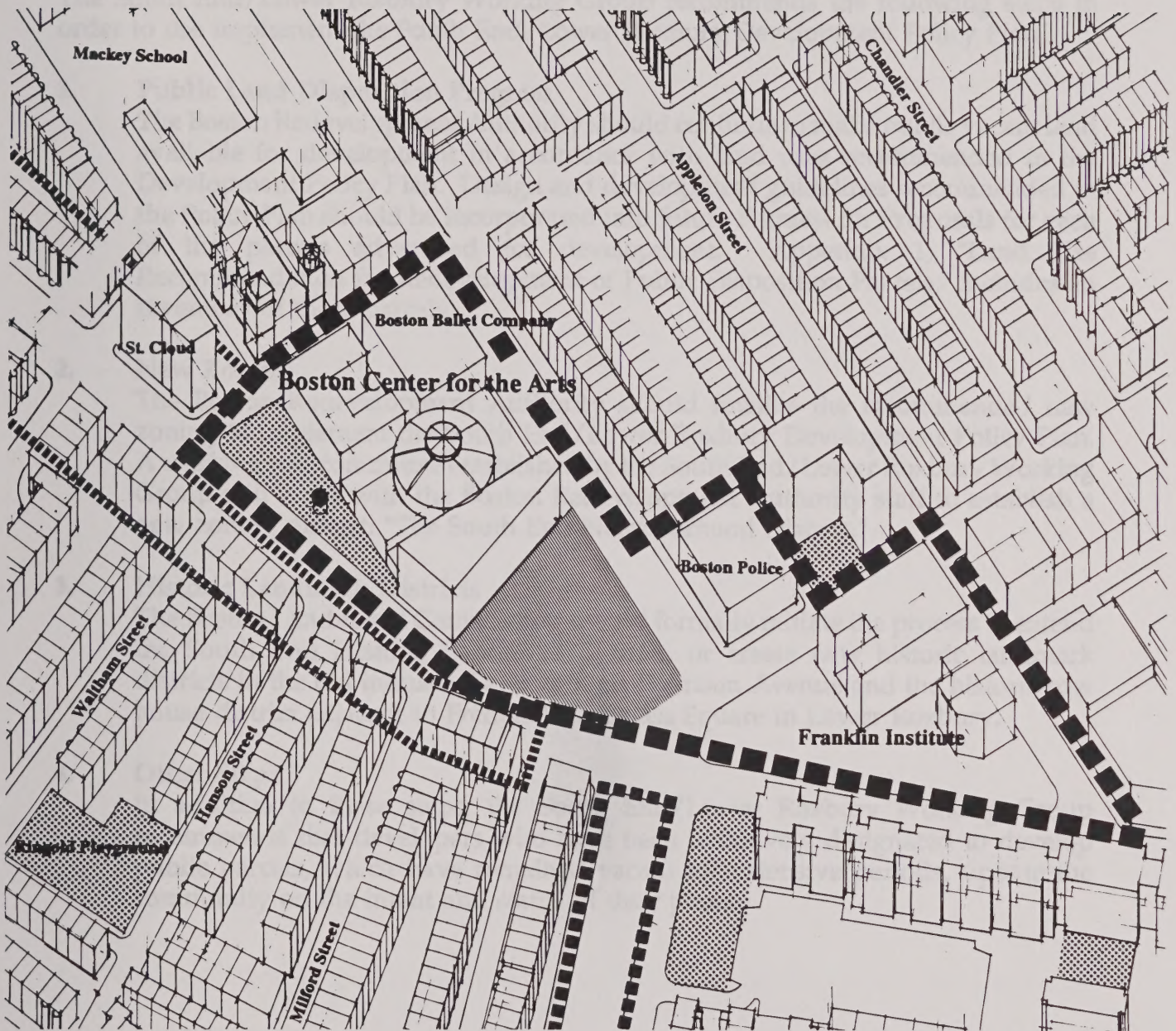


1. Several acres of new land with development potential created by the dismantling of the Massachusetts Avenue viaduct and the construction of the Massachusetts Avenue Connector (as part of the Central Artery Project).
2. Adjacent land with development potential.
3. Massachusetts Avenue connector
4. Southeast Expressway/Central Artery
5. Washington Street
6. Harrison Avenue
7. Albany Street
8. Massachusetts Avenue

FIGURE 6.15

South End/Lower Roxbury Development Policy Plan

BOSTON CENTER FOR THE ARTS



A major cultural center in the South End/Lower Roxbury.

Public vacant land adjacent to the Center is designated for future arts-related mixed-use development.

7. ACHIEVING THE PLAN

The South End/Lower Roxbury Working Group recommends the following steps in order to use implement the South End/Lower Roxbury Development Policy Plan.

1. Public Land Disposition Program

The Boston Redevelopment Authority should continue to make public vacant land available for development in accordance with land uses recommended in the Development Policy Plan. Design and development guidelines recommended in the Policy Plan should be incorporated into future Request for Proposals for each of the parcels advertised for development. Appendix 1, "Land Use Recommendation for Redevelopment of Public Disposition Parcels," includes an inventory of these parcels.

2. New Zoning

The Boston Redevelopment Authority should finalize the recommended new zoning to implement the South End/Lower Roxbury Development Policy Plan. A working sub-committee established by the South End/Lower Roxbury Working Group will work with the Boston Redevelopment Authority staff to establish a new zoning district: "The South End Neighborhood District."

3. Historic Landmark Districts

The Boston Landmarks Commission should formally initiate the process to extend the South End Historic Landmark District, or create new historic landmark districts in the old industrial area around Harrison Avenue and the historic row house district adjacent to Frederick Douglass Square in Lower Roxbury.

4. Other Steps

In addition to these steps, the South End/Lower Roxbury Working Group recommends that developers who have been tentatively designated to develop public parcels, which have remained vacant for extensive periods, update the community on the intent and status of their plans.

FURTHER PLANNING EFFORTS

1. South End/Lower Roxbury Transportation Study

The Boston Transportation Department should undertake a transportation study within the land use framework set forth in the Development Policy Plan, for review by the South End/Lower Roxbury Working Group. The proposed policies and strategies that emerge from this study will become a part of the Development Policy Plan. This study should include a review of the Circumferential Transit Line (BioScience Line,) the Washington Street replacement service, Massachusetts Avenue traffic patterns and an assessment of the one-way street pattern in the South End.

2. South End/Lower Roxbury Economic Development Study

The Boston Redevelopment Authority should undertake a detailed economic analysis of the South End/Lower Roxbury that will supplement the Development Policy Plan, and serve as a resource for future planning efforts and decision-making by community groups and public agencies. This study should also include analysis of relevant socio-economic data derived from the 1990 U.S. Census. Appendix 4 includes a proposed work program for this study.

3. Special Study Areas

Special advisory groups will initiate focused planning efforts for each of the following Special Study Areas designated in the Development Policy Plan. These advisory groups should include representatives of respective neighborhood associations.

- The Washington Street Special Study Area
- The South End Economic Development Area
- The Massachusetts Turnpike Air Rights Special Study Area (in collaboration with the Chinatown-South Cove Neighborhood Council.)
- The Boston Center for the Arts Special Study Area (when development is proposed.)
- The Massachusetts Avenue Corridor

The Working Group, should be reconvened to review and approve the respective committees recommendations for each of these Special Study Areas.

ACKNOWLEDGEMENTS

Boston Redevelopment Authority

Thomas O'Malley
Assistant Director for Neighborhood
Housing and Development

Philip Zeigler
Director of Planning

Josephine McCall-Thompson
Community Relations Coordinator

James Kostaras, AIA, AICP
Senior Architect and Chief Project Planner

Christine Araujo
Marta DeJesus
Mark Johnson
Peter Neitz
David Solomon

Drew Bagdasarian
Maria Faria
Mark Johnston
Margaret Owens
Terry Titcomb

Wei Li Chen
Bassim Halabi
Robert McGilvray
Laxmi Ramasubramanian
Mirdza Zeipe

Andrea D'Amato
Patrick Hoey
Michael Molloy
Paul Santanna

Mayor's Office of Neighborhood Services

Kelly Cronin
John Greeley

Boston Transportation Department

Andy McClurg

Economic and Industrial Development Corporation (EDIC)

Ellie Spring (formerly of EDIC)

Special thanks to Eswaran Selvarajah of the South End Neighborhood Action Program (SNAP) for his technical expertise in preparing graphics for Chapter 3, "Social and Economic Profile."

For additional information concerning the South End/Lower Roxbury Development Policy Plan, write or call: Boston Redevelopment Authority, One City Hall Square, Boston, MA 02201-1007. Phone: 722-4300.

Copies of the complete Plan and Appendices are available for review at the South End Public Library, Boston Redevelopment Authority Library, and in the offices of the Boston Redevelopment Authority.

ILLUSTRATIVE SITE PLAN

South End/Lower Roxbury Working Group
Boston Redevelopment Authority

Paul L. Barrett, Director
Clarence J. Jones, Chairman
Michael F. Donlan, Co-Vice Chairman
Francis X. O'Brien, Co-Vice Chairman
James K. Flaherty, Treasurer
Consuelo Gonzales Thornell, Member
Kane Simonian, Secretary

City of Boston

Raymond L. Flynn, Mayor

A proposal for community review

SOUTH END/LOWER ROXBURY DEVELOPMENT POLICY



OPEN SPACE

Existing Open Space

South End/Lower Roxbury Open Space Land Trust community gardens

Proposed Open Space
including public-owned land to be conveyed to community-based groups for use as open space and community gardens

PROPOSED LAND USES

for vacant and under-utilized parcels

1. Office and street-level retail
2. Residential
3. Residential with street-level retail
4. Light manufacturing and related commercial uses
5. Mixed use including residential, institutional and/or commercial uses

Public-owned vacant or under-utilized land

* Development on assembled parcels that include public and private-owned vacant land

SPECIAL AREAS

A. South End Economic Development Area

New zoning in the South End EDA encourages new commercial and manufacturing development and accommodates the expansion of existing businesses in order to create a wide range of jobs for community residents.

B. Old Dover Neighborhood Economic Development Area

Zoning and public land disposition in the Old Dover Neighborhood EDA encourages and allows for mixed-use development on vacant and underutilized parcels around Peters Park, including residential and neighborhood retail uses.

C. Newmarket Industrial Development Area

New zoning in Newmarket IDA encourages the creation and expansion of new and existing manufacturing companies and other businesses.

D. Boston Center for the Arts

The Boston Center for the Arts (BCA) has a major potential for arts-related mixed-use development. The BCA will be the focus of further study and review when future development projects are proposed in this area.

E. The New Washington Street

The future Washington Street public transit replacement service and street reconstruction project create an urban design and development opportunity for the South End/Lower Roxbury. The vision for Washington Street is a tree-lined residential boulevard with public transit service and attractive sidewalks for pedestrians. To achieve this vision, the Development Policy Plan targets this area for further study.

F. The Massachusetts Turnpike Air-Rights

Future air-rights development over the Turnpike has the potential to link the South End and Chinatown communities. This Area will be the focus of further joint study by the South End, Chinatown and Bay Village communities.

HISTORIC PRESERVATION

Existing South End Historic Landmark District

Existing South End Historic Landmark District Protection Area

Proposed Historic Industrial Landmark District

Proposed Lower Roxbury Historic Row House District

Massachusetts Turnpike Air-Rights

